DOCUMENT RESUME

ED 160 684 UD 018 586

AUTHOR Murray, James R.; Beaven, D. F.
TITLE The Analysis of State Administration of Title I.
INSTITUTION National Opinion Research Center, Chicago, Ill.
SPONS AGENCY National Inst. of Education (DHEW), Washington, D.C.
PUB DATE Jun 77
CONTRACT 400-77-0067
NOTE 125p.

EDRS PRICE MF-$0.83 HC-$6.01 Plus Postage.
DESCRIPTORS *Administrative Policy; *Compensatory Education Programs; Elementary Secondary Education; *National Surveys; *Program Administration; State Action; *State Agencies; Statistical Data
IDENTIFIERS *Elementary Secondary Education Act Title I

ABSTRACT

This survey was conducted during the 1975-1976 school year, in order to provide a description of the nature and extent of services provided for compensatory education by school districts using Federal Title I funds and/or State funds. Information in three broad areas was sought: fiscal, compensatory education practices, and recipient descriptions. The key questions addressed in the study were: (1) What is the variation in how States administer Title I, and what difference does the variation make: (2) What are the factors that account for the differences? (3) What are the policy implications that Congress should consider for strengthening the program? State Title I directors were surveyed and a case study of local educational agencies and state administration in 8 states was also conducted. Statistics are provided in this report on the extent and costs of district compensatory education programs, the number of students receiving services, and the nature of instructional services offered. (Author/AM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

PRC Policy Research Corporation

35 East Wacker Drive
Suite 1900
Chicago, IL 60601
312 782 6502

AUG 29 1978

ED160684

THE ANALYSIS OF STATE ADMINISTRATION OF TITLE I*

James R. Murray
Policy Research Corporation
Chicago, Illinois

D. F. Beaven
D. F. Beaven Associates
Rye, New York

June, 1977

*This work was performed under a contract between the National Opinion Research Center, Chicago, Illinois and the National Institute of Education, Department of Health, Education and Welfare.

CONTRACT: 6400770067

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

UD018586

A. INTRODUCTION

By legislation, Title I is a state administered program. SEA's receive set-asides ($150,000 or 1% of all Title I funds received in the state, whichever is more) to be used to be sure that Title I funds are spent in accordance with Federal regulations regarding eligible schools and students and the level of funding effort (in relation to existing state funding patterns) required. In essence, the Federal government determines the total amount each state will receive based on the number of eligible students and the SEA's are to make certain these funds are used effectively in all recipient districts.

The key questions addressed by this study (in conjunction with other NIE projects) are what variation is there in how states administer Title I, and what difference does it make? What factors appear to account for these differences, and what are the policy implications Congress should consider for strengthening the program?

This report presents the approach and key findings and conclusions of an analysis of Title I administrative practices. The analysis was based on interviews with Title I directors in 44 states and intensive case studies of 32 districts in eight states conducted by Booz, Allen and Hamilton, Inc. and the Syracuse Research Corporation.

1. KEY ISSUES ADDRESSED IN THE STUDY

All states start with the same Federal regulations to follow and a consistently determined amount of money they are to use for Title I administration. Given these two key elements, therefore, one might expect SEA administrative practices to be rather comparable both in general approach and particular procedures. In fact, however, this is not the case. Title I regulations deal most explicitly with how funds are to flow to provide compensatory education to eligible students at the local level; apart from annual applications and reporting requirements to USOE and general language about having technical assistance, monitoring and enforcement roles to play, SEA's receive little specific direction as to how they should be organized, staffed or managed for purposes of Title I administration. Indeed, because of wide differences in SEA characteristics (e.g., the number and types of LEA's participating, SEA organization) Title I administration patterns have become individually designed to meet the unique needs of each state.

Issues and questions related to this study are:

- How do states administer Title I in terms of their staffing, their activities, and their relations with LEA's?
- Are there statistically predictable relationships between, for example, the use of set asides (e.g., to purchase staff or other things) or the existence of particular features (e.g., a state compensatory education program) and the level or type of SEA Title I administrative activity?
- Are there particular patterns of SEA Title I administration that appear to be most effective in assuring compliance (and more) at the local level?

- Based on the analysis, what policy explanations are there for Congress to consider in terms of potentially strengthening the program?

Within these general issues several specific questions of interest emerged:

- Does the amount of set aside affect the nature and level of administrative activity? Are any floor or ceiling effects discernable, for instance, in the $150,000 minimum versus the largest set aside states?
- Does the way set aside funds are used in terms of hiring staff or purchasing other services make a predictable difference in administrative activities?
- Does the way staff time is spent have a predictable bearing on the level of administrative activity found; and/or the problems reported with particular Federal regulations?
- Does the number of Title I LEA's absolutely or in relation to set aside dollars in numbers of SEA Title I staff have a predictable bearing on levels of administrative activity?
- Are any particular factors or administrative activities useful in predicting "good or bad" states in terms of compliance or other problems?

The approach to the study and the analytical procedures followed are presented in the following sections.

2. STUDY APPROACH

The study had two basic components: (1) a survey of Title I directors in 44 states to obtain a national picture, and (2) a case study of four LEA's and state administration in 8 states to understand what factors affect how Title I is administered locally, in paritcular, what bearing SEA administrative practices can have on local practices. Because the regulations provide no specific criteria for deciding on the appropriateness of SEA administrative practices, it was hoped that insights gained in the case studies would help differentiate those patterns found to be more or less effective. Such insights would provide a valuable basis for interpreting the results of the states survey in a meaningful way for policy makers.

(1) The State Survey

The state survey involved the on-site administration of a detailed data collection instrument that had been field tested in four states (two of which in addition to Hawaii and Alaska were the only states not represented in the survey results). The instrument was administered by trained interviewers to the individual in each state designated as responsible for the Title I program. Typically, interviews took from 2½ to 5 hours and after the results were tabulated they were sent to each respondent for validation.

The data collection instrument had 98 mostly closed ended questions. The instrument was organized into several sections:

PART A - SEA provision concerning:

- Interpretation and dissemination of USOE and State regulations

. Monitoring and enforcement of USOE and State regulations

. Technical assistance on regulations

PART B - Characteristics of the SEA Title I Office concerning:

. Staff characteristics and utilization

. Relationship of SEA Title I Office to USOE Title I Office

. The existence of a state funded compensatory education program.

. Overall administration of Title I

. Additional SEA Characteristics

Once the responses were verified, the results which could be tabulated were put in a data base for use in subsequent analysis. An important aspect of the survey was the committment made in advance that state responses would be kept confidential.

(2) The Case Studies

Eight states were selected as case study states to provide a view of a variety of types of states by region, degree of urbanness, configuration of LEA's and SEA roles in education. The survey teams then worked with the states to select four LEA's that would in turn offer a cross section interms of the size and character of Title I programs, schools and districts.

Each SEA and the four LEA's were visited in each state for several days by a team of two professionals from the Syracuse Research Corporation. Interviews were held with over 1,000 persons in the eight states, typically including the Title I Director and staff of the SEA, and the Superintendent, other

administrators, Title I coordinators, and teachers, and parents at each LEA. Interviewer protocols were developed and field tested in advance, although each interview situation varied as to its precise content and flow.

Following completion of the field work in late 1976, team members began to transcribe notes and catalogue findings by standard subject areas to permit cross sectional comparison and analysis within and among SEA's and LEA's. One state report was drafted to serve as a prototype, although invariably the individual state reports differ to some extent because of inherent contextual factors that had to be taken into account. Once the individual case studies were written they served as the basis for developing several synthesis chapters having to do respectively with approach, SEA and LEA administration and overall conclusions and recommendations. In addtion to characterizing overall contextual factors and administration practices, the report focuses mainly on how these relate to nine issues addressed consistently across all case studies.

3. OVERALL APPROACH TO ANALYSIS

Numerous possible relationships were explored, but all within a conceptual framework that states that (1) how set aside is used, affects that resources available (e.g., members of staff), (2) the resources available affects the activities reported by states, and (3) the activities affect the extent to which a state is likely to be relatively well or poorly administered. The following sections set forth the key findings and conclusions resulting from these analyses.

There were several levels of analysis ranging from simple frequency distributions to fairly complex regression analyses to determine the relationship of particular dependent and independent variables. The large number of data items (over 500) and observations (46 states) required that analysis proceed in an iterative sequence limiting the hypotheses to be explored and refining the analytic techniques from one step to the next. Essentially, the sequence of analytic steps was as follows:

- Calculation and display of simple frequency distributions for all respondents on each question.
- Isolation of those items where there was some variation in responses (typically between 10% and 90%).
- Creation of five scales, comprised of from 7 to 13 questions each, taken as indicators of level of SEA activity related to administrative areas (interpretation, dissemination, monitoring, enforcement and technical assistance) and to overall SEA assertiveness (e.g., the state guidelines related to grade level focus). A state's responses to all questions were totalled to give composite score for the state on the particular scale.
- Comparison of the means (with outliers excluded), medians and standard deviations of answers and scale scores of states grouped by region, degree of urbanization, ratio of SEA Title I staff to Title I LEA's, existence of state funded compensatory education, and measures of Title I's organizational importance or visibility within the SEA. Comparisons were also made of the floor ($150,000) and

on several factors. These factors were: the dollar amounts of initial audit exceptions, the dollar amounts of sustained audit exceptions, a ratio of the initial exceptions to the final sustained exception, and OE judgments about the quality of state administration. The rankings of States on each of the four indicators were compared, and the 10 States that appeared at the bottom of three of the four indicators were identified as States with poor-quality administration. The eight States that appeared at the top of three of the four indicators were identified as having high-quality administrative practices.

These scales were used as "validity checks" to determine how well those variables were useful in predicting differences in activity as measured by the state survey and were also useful in terms of indicating good and bad management from other sources.

Numerous possible relationships were explored, but all within a conceptual framework that states that (1) how set aside is used, affects that resources available (e.g., members of staff), (2) the resources avaliable affects the activities reported by states, and (3) the activities affect the extent to which a state is likely to be relatively well or poorly administered. The following sections set forth the key findings and conclusions resulting from these analyses.

B. ADMINISTRATIVE FISCAL RESOURCES - SET ASIDE

The report is organized to examine in logical sequence (1) how set aside funds are used, (2) what administrative activities are engaged in and how these vary in relation to the way states spend their resources, and (3) which administrative activities are associated (in a predictive sense) with measures of quality of administration. Cutting across these topics is the question of whether important administrative differences exist between the $150,000 and 1% set aside states. The 14 floor or minimum set aside states are analyzed separately from the other states in order (1) to shed light on whether the absolute amount is too little to generate the level of activity identified in the larger states, or, conversely, (2) to determine whether the larger proportionate amount (i.e., only the floor states receive more than 1%) received by these states produces any discernable differences.

In addition to comparing low and high set aside states, various state characteristics and other factors were examined for any association with different patterns of administration. The importance of this analysis lies in the need to identify those influencing factors over which Congress can expect to have an effect, as opposed to those which are intrinsic and immutable, and must be accepted as given.

The material presented below only highlights significant findings; numerous analyses were made which for one reason or another were discarded. The criteria employed included data and analytic results either of general discriptive interest or where considerable variation between types of states or important predictive associations among variables were found.

1. PATTERNS OF STATE USE OF SET ASIDE

SEA's vary in the amount of set aside received, how these resources are used and, of course, in their state characteristics.

a. Variation in Set Aside Resources Available

Title I legislation provided for funds to be set aside for SEA administrative costs. The basic assumption was that an SEA's administrative burden would be proportional to the Title funds spent on the state and 1% of the total allocation was set for these costs. It was also recognized, however, that for the smallest states 1% of the Title I allocation states might not be enough to support any effective administrative effort, and thus a $150,000 minimum was set.

Title I legislation and regulations provide only general guidelines as to what SEA's are to do, for example:

- Administer the statewide Title I program
- Assist LEA's in developing programs
- Approve or disapprove LEA projects
- Maintain fiscal records
- Clarify Federal and State requirements
- Establish a communications network to disseminate information about new regulations and educational research
- Provide assitance of a technical nature in the areas of program planning, application preparation, and evaluation criteria

- Compile information from local districts to forward to the Federal Government, e.g., annual evaluation, comparability, and funds distribution reports
- Evaluate program effectiveness

In the FY 1975-76 period covered by the survey, 32 states received 1% set aside and 14 were at the minimum. The distribution of set aside across all the states is shown in Figure 1 (page 12). Considerable variation also exists in the number of Title I LEA's and pupils with which SEA's must be involved as shown below:

TABLE 1

Variation in General State Characteristics

	Mean	Median	Minimum	Maximum
Number of Title I LEAs	256	187.5	12	836
Number of Eligible Title I Pupils	164,320	106,553	10,005	636,776
Number of Eligible Pupils per LEA*	633	531	102	4,873
Total Title I Set Aside	$393,000	$252,600	$150,000	$2,000,000
Set Aside Per LEA	2,692	1,670	343	13,060

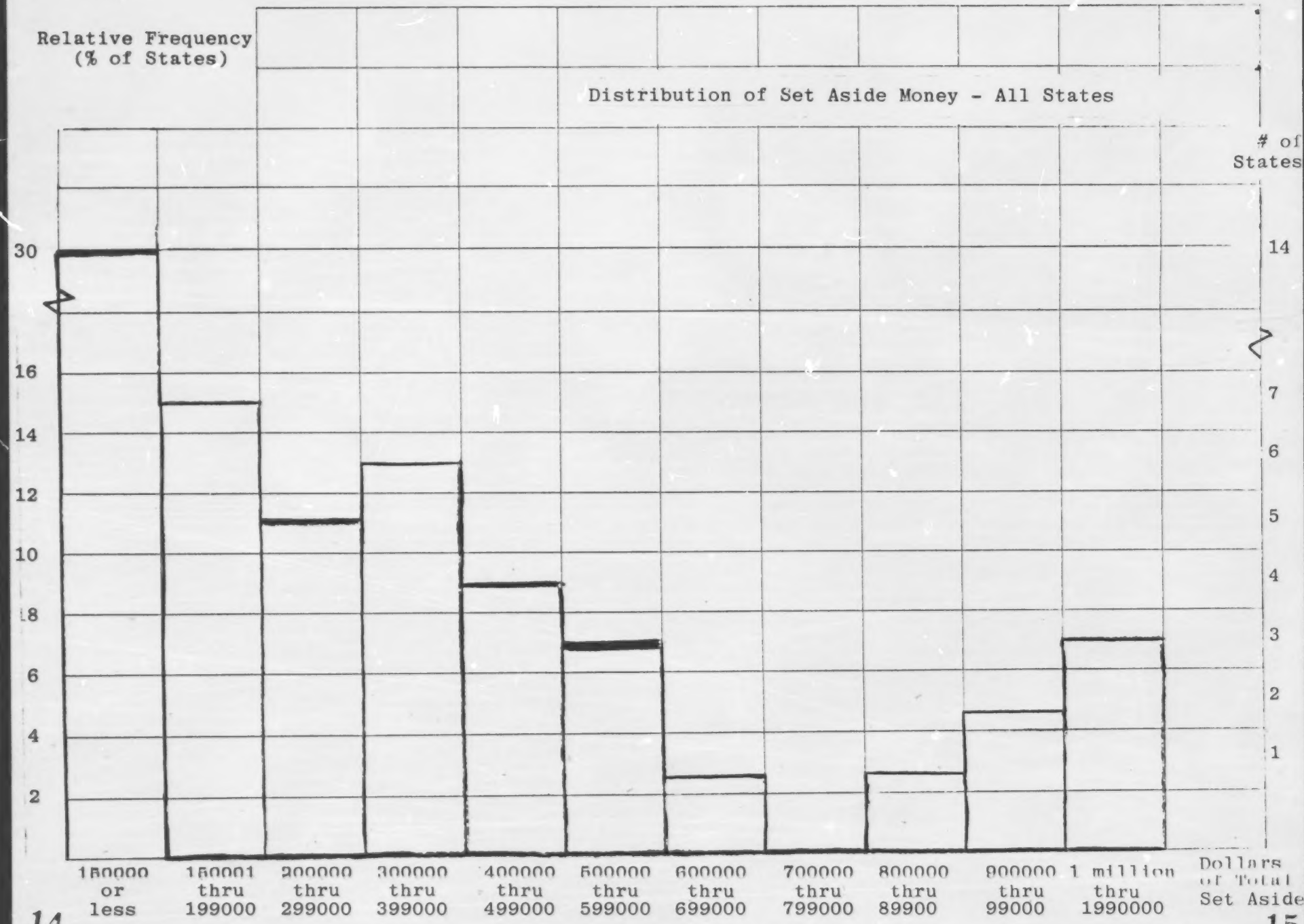
*Information on number of elibible Title I children is based on Bureau of the Census, Special Tabulations for the United States Office of Education (U.S. 1970 Census check). Information concerning number of LEA's with Title I programs is based of Booz, Allen & Hamilton data collected in OPB and a study for the United States Office of Education, 1974.

The variation among the averages, minima and maxima, indicates that there does not exist a simple relationship between administration workload and administrative funding, a matter addressed to some extent in the case studies.

b. How SEAs Use Their Set Asides

Personnel costs account for the largest single expenditure item for SEAs. As would be expected, the numbers of staff range widely from a minimum of 3 to a maximum of 101 professional and

FIGURE 1.


Relative Frequency
(% of States)
Distribution of Set Aside Money - All States
# of States
30
16
14
12
10
8
6
4
2
14
7
6
5
4
3
2
1
150000 or less
150001 thru 199000
200000 thru 299000
300000 thru 399000
400000 thru 499000
500000 thru 599000
600000 thru 699000
700000 thru 799000
800000 thru 89900
900000 thru 99000
1 million thru 1990000
Dollars of Total Set Aside

non-professional FTE's, with an average of 18. What was unexpected, however, is the variance in the proportion of set aside spent of staff versus non-staff activities among states[1]:

- In FY 1973, one state spent less than 35% of the set aside on staff and the remaining states ranged from about 55% to 97 % of total set aside for staff. Different patterns were found between the 1% and $150,000 set aside states (see Figure 2, page 14).
  - The $150,000 set aside states tended to spend less on staff
  - The 1% set aside states spent proportionately more on staff
- In 1975-76, there is similar variation in staff per set aside dollar for both states to FY73 and, the floor states appear to spend less per staff than the 1% states in FY76 as in FY73.

TABLE 2

NUMBER OF FTE PER $100,000 SET ASIDE

	1% States			150 States		
	Minimum	Maximum	Means	Minimum	Maximum	Means
	1%	1%	1%	150	150	150
Professionals FTE	1.26	4.75	2.81	1.33	3.33	2.75
Non-Professionals FTE	.39	5.63	1.88	.67	3.33	1.91
Total FTE	1.94	7.37	4.64	2.00	6.66	4.53

Because few SEA's had Title I set aside budgets, per se, little consistent information was available about what states do with funds not spent on staff. The 1973 source and field interviews in this survey suggest that some funds are spent for outside consultants and "other" non-specified items. Clearly, however, there is a trade-off so that the more reliance SEA's put on outside consultants, the fewer staff they have, as shown below:

[1]The fiscal data covering FY 1973 was used to supplement the 1975-76 survey data. It was necessary to use these FY 1973 figures since that is the last (ie. most recent) year for which state Title I expenditures by category is available.

FIGURE 2.
FY 1973 EXPENDITURE DATA

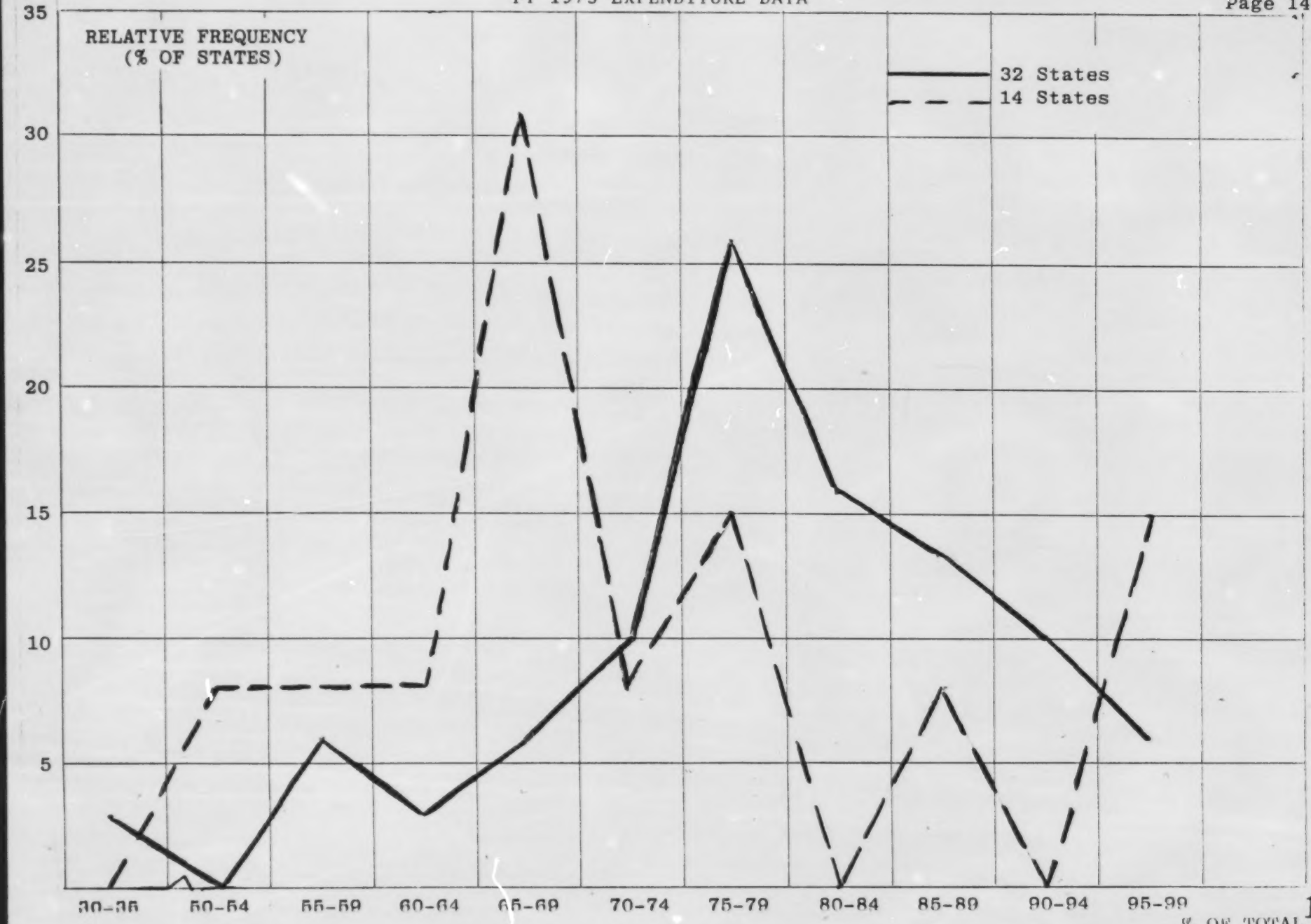


TABLE 3

FTE PER $100,000 SET ASIDE FOR

SEAs USING/NOT USING OUTSIDE CONSULTANTS

	33 SEAs Using	13 SEAs Not Using
Mean Professional Head Count	2.8	3.8
Mean Non-Professional Head Count	1.8	2.4

This variation assumes significance when related to the level of activity associated with staff and non-staff expenditures discussed below.

c. Relation of State Characteristics to Resources

The conversion of Title I set aside dollars into SEA resources is conditioned by various state or SEA characteristics. In order to estimate the relative effects of such characteristics as urban population, organizational importance of Title I, the presence of a State Compensatory Education program, and the amount of set aside on staffing levels, regression analyses were done.

The results of the regresseion analyses are presented in Table 4 (page 16). The rows of this table give the single regression equation which best predicts the staff variable (row label) from the independent variable indicated at the top of each column. Those independent variables affecting a staff-level variable have a non-zero regression coefficient, as indicated in the table.

TABLE 4

Independent Variables

ependent Variable	Set Aside (000s)	Presence of State CE	Monthly Contact w/ State Leg.	Freq meeting CSSO	Member State Exec. Committee	Percent Urban Popula-tion	State Title Adv. Com.	Constant	R^2
FTE Prof. interp.	.0023	-.91			1.02			.59	.32
FTE Prof. mon.	.012	-3.45		-3.05			1.47	2.43	.74
FTE Prof. enf.	.0029	1.21	1.56	1.30		-.056		2.37	.46
FTE Prof. tech. assis.	.0069							-.12	.62
FTE Prof. in dissem.	.0034	-1.22			1.18	.026	.64	-2.21	.66
FTE NP stf.	.0148	-2.20		-2.7	3.46			3.41	.65
Admin. stf.	.0115	3.62		4.19				1.55	.44

BLANK INDICATES INDEPENDENT VARIABLE HAS NO AFFECT ON DEPENDENT VARIABLE

TABLE 4 LEGEND

DEPENDENT VARIABLES

Symbol/Row Label	Variable Description
FTE Prof. interp.	FTE Prof. in Interpretation
FTE Prof. mon.	" " " Monitoring
FTE Prof enf.	" " " Enforcement
FTE Prof. tech. assis.	" " " Technical Assistance

INDEPENDENT VARIABLES

Symbol/Column Label	Variable Description
FTE Prof. Stf. in Dissem.	FTE Professional Staff in Dissemination
1,000 of SA $	1,00 of SA Dollars
Pres. (abs) St. Comp. Ed. Prog.	Presence (absence) of State Compensatory Education Program
Contct. w/ St. Leg. at least Evry. Mo.	Contact with State Legislature at least Every Month
Freq. meetings btw St. Title I Of. Ch. St. Sch. Of	Frequency of meetings between State Title I Office and Chief State School Officer (CSSO)
Mem. (non-Mem) St. Title I Dir. on St. Educ. Exec. Brd.	Membership (non-Membership) of State Title I Director on State Education Executive Board
% Urb. Pop.	Percent Urban Population
Pres. (abs) St. Title I Adv. Comm.	Presence (absence) of State Title I Advisory Committee

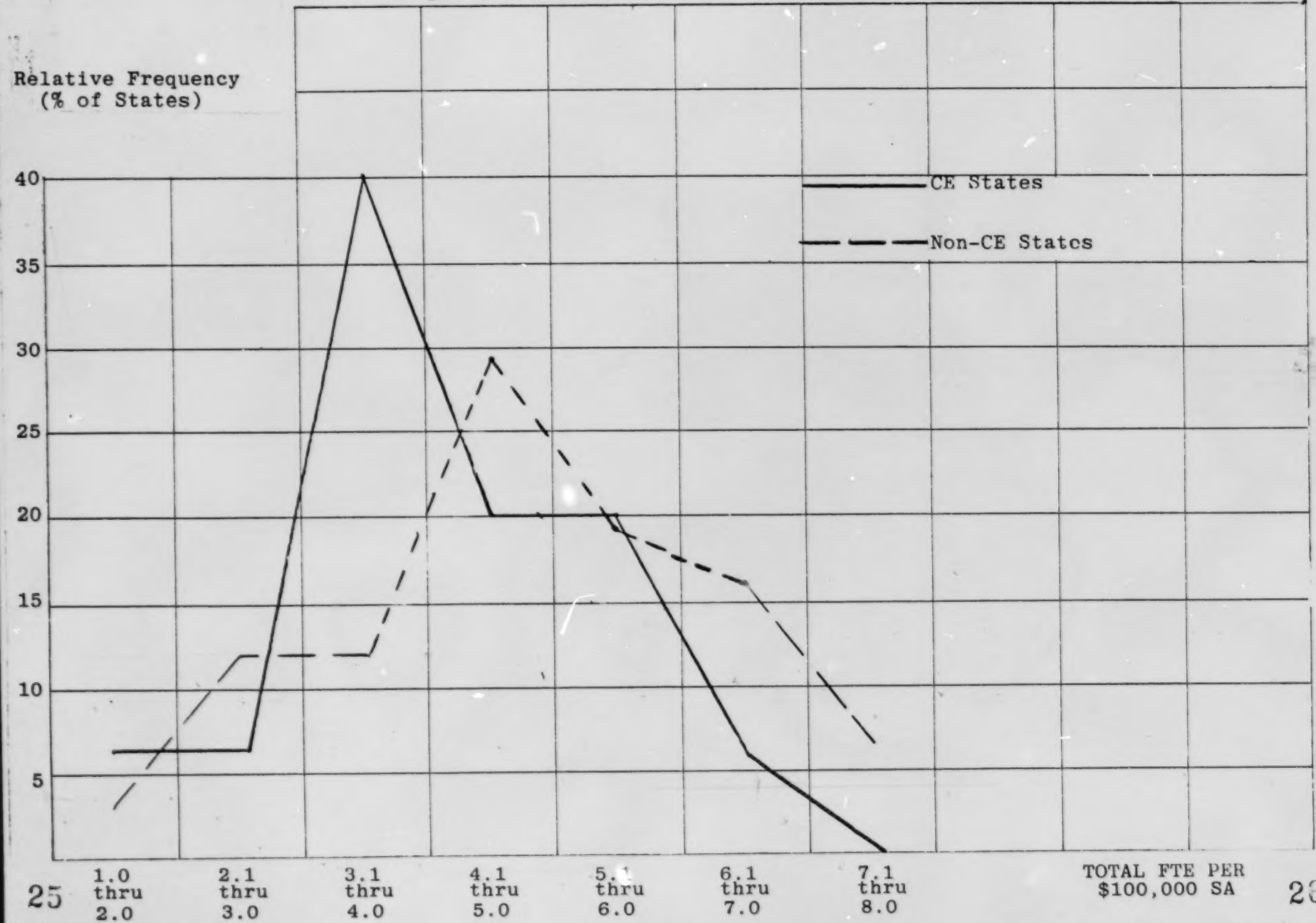
The effect of particular state characterisitcs on staffing levels can be determined by reading down the columns. Thus, the presence of a state Compensatory Education program has a negative, or depressing, effect on the staff levels for interpretation, monitoring, dissemination and overall non-professional staff while a positive effect on enforcement and administrative staff. This can be seen in somewhat gross terms in Figure 3 (page 18), which shows total FTE staff per $100,000 set aside for states with and without their own compensatory education programs. Clearly, the presence of a state program (15 such states) results in a larger percentage of low staff-to-dollar ratios.

There is a strong positive effect of the organizational importance of Title I at the SEA level when participation in the state executive committee (10 states report this) is used as an indicator. Three types of staff increase in such cases, interpretation, dissemination, and non-professional. An additional indicator, the presence of a statewide Title I advisory committee, also has a positive effect on number of staff, i.e., monitoring and dissemination. The remaining indicator, Frequency of Meetings with the CSSO, (average of five/yr.) has mixed effects on staffing, with two positive and two negative coefficients. Overall, it appears reasonable to state that the visibility of Title I at the SEA level leads to an increase in the number of staff used for Title I administration at the state level. Surprisingly, however, the 23 states indicating contact with the state legislature has primarily no effect on staffing levels

The groupings of professional staff used in these regression analyses are based on States' interview reports of staff member function. That is, dissemination of Title 1 regulations and guidelines is one of the professional staff functions performed at the State Title 1 office. Separately, the States reported on the Administrative grouping of staff using such categories as Fiscal/Audit, Evaluation and Administrative. These classifications resulted in different regression results, as shown in Table 4. The particular staffing variables, based on functional or administrative groupings, to be predicted from set aside, etc. were chosen based on the fact that the selected staff measures would best predict Title 1 administrative activity.

FIGURE 3.

Total FTE per $100,000 SA by Compensatory Education (CE) States & Non-CE States



2. RELATIONSHIP OF USE OF SET ASIDE TO ADMINISTRATIVE ACTIVITIES

The wide variation in how SEAs use their set aside dollars leads to the question of whether this affects the levels of administrative activities reported by different states. The state survey collected information about what states do in four administrative areas:

- Interpretation of USOE Regulations: Statements made by the SEA Title I office which provide any clarifying or supplementary language to existing USOE regulations or which add provisions in OE regulatory areas.

- Dissemination of USOE Regulations and SEA Interpretations: Means by which local districts are made aware of new USOE regulations and guidelines as well as any interpretations which the SEA has made in a given regulatory area.

- Monitoring and Enforcement of USOE Regulations: Activities in monitoring include: (1) application review and approval; (2) ongoing accumulation of information on local districts; (3) local Title I program evaluation; (4) financial management, including adjustments to budgets during the school year. Enforcement activities are those engaged in by the State Title I office to ensure that local districts comply with USOE regulations, including sanctions and other non-compliance procedures.

- Technical Assistance on USOE Regulations: Assistance of a technical nature provided by the SEA Title I office to local districts either in conjunction with LEA monitoring activities or separate from them.

The data collected covered topics such as how staff time was spent, which of 10 OE regulations were perceived as most difficult to administer, and what activities were conducted in each administrative area (e.g., hold conferences, conduct on-site monitoring visits).

The following sections highlight key findings that emerged from analyzing the relationship between resources (e.g., use of set aside for staff or non-staff purposes) and the level of activities reported. Numerous hypotheses were studied through regression analysis to explore possible associations. Many results were in conclu-

sive and only those strong relationships were found are reported. Specifically, the activities which did correlate with resources included:

- Activities related to "state assertiveness" as measured by factors such as whether the SEA's provide direction to LEA's on various regulatory areas, require minimum funding, or specifies program(e.g., classroom setting).

  The state assertiveness scale has been constructed to indicated the degree to which states go beyond the Federal regulations in providing programmatic direction and enforcement of Federal regulations.

Percent of States Reporting Activity	State Assertiveness Activity Indicator
83%	Direction on grade level focus
74%	Direction on test instruments for program evaluation
72%	Direction on research design in evaluation
61%	Requirement of annual local audit reports of every district
54%	Direction on minimum funding requirement for participating students
52%	Direction on classroom setting
44%	Direction on PAC involvement
35%	Requirement on fiscal audit of every district in FY 1976
30%	Requirement about the effectiveness of PAC participation

  - Overall, the mean score of states was 5 out of a possible 9.

- Number of conferences held as to how the SEA and LEA's would deal with

  - Various Federal regulations (96% of SEA's, Mean = 24 Conf.)

  - Completing Title I project applications (80% of SEA's)

- Several factors related to SEA activity in enforcement, as suggestive of both the state's knowledge of LEA's being compliant/non-compliant and its willingness to enforce compliant behavior:

  - Number of Title I LEA's fiscally sanctioned by the SEA

  - Number of Title I LEA's receiving one or more notifications (Mean = 30) of non-compliance (23 states send none)

- Number of mailings to disseminate Federal and state regulations (96% of Seas's did mailings)

a. Resources to Activities

The SEA Title I activity measures were regarded as indicators of SEA administration and management. Given the variability in these activities over states, an attempt was made to relate these activity levels to SEA Title I staffing patterns. The rationale for this approach was based on the simple idea that ultimately it is the SEA staff, both in terms of type and time allocation, which produce management activities. Therefore, it should be possible to predict the levels of SEA management activity from knowledge of SEA staff distributions.

The measures used to represent SEA staffing patterns were based on their reports of:

a) the number of full-time equivalent (FTE) professional and non-professional staff;

b) an allocation of total professional staff time across administrative areas; and

c) a categorization of professionals by personnel category.

This information was used in an exploratory set of regression analyses for the purpose of identifying the most informative group of staff variables to use in predicting activity level. These preliminary analyses were also used to evaluate the 'form' of staff variables to be used, i.e., whether total or professional/non-professional or percent of staff or various specific types of staff were most predictive of activity levels.

The final form of the staff variables used in the regression analyses of activity level were:

(1) Professional staff FTE devoted to interpretation
(2) " " " " " monitoring
(3) " " " " " enforcement
(4) " " " " " technical assistance
(5) " " " " " dissemination
(6) Professional staff classified as administrative (i.e., not evauation, audit or field staff)
(7) Non-Professional staff FTE.

Variables (1-5) were constructed by multiplying the reported percentage of total professional staff time spent in each administrative area by Professional FTE. This formulation has the advantage of including both the actual numbers of professional staff as well as the allocation of staff over function in the regression analyses.

The results of the final formulation of the analyses relating activity to staff is summarized in Table 5 (page 22). These results are based on only the 32 states receiving set asides above the $150,000 floor. Generally, typical statistical decision rules were not mechanically applied in these analyses. A more lenient rule was used to determine which variables would be included in the final equation for an activity, specifically, R^2 was ignored and a variable was included if the ratio of the estimated coefficient to its standard error was at least 1.5 which is more liberal than the usual 2.0 rule (95% interval). This leniency was based primarily on the fact that these data are both small, only 32 observations, and a census. This approach is consistent with an increased interest in the size and sign of regression coefficients and a decreased interest in "percent explained/attributable variance."

Table 5 presents the results for each activity in each row. That is, the top row shows that 3 variables predict state assertiveness as indicated by the three non-blank values given, which are the estimated regression coefficients for those staff

TABLE 5. Independent Variables

Dependent Variables	FTE Prof Stf	FTE NP Stf	FTE Prof Interp	FTE Prof Mon	FTE Prof Tech Assis	# of Prof Admin Stf	FTE Prof Non-Tech Assis Stf	Set Aside	No T I LEA's	FTE Prof Non-Interp Stf	FTE Prof Stf Interp & Enf	FTE Prof Stf Mon & Tech Assis	FTE Prof Non-Mon Stf	Const.	R^2
St. Asser Scale					-.25	.11	.03							6.0	.26
Tot Conf Rel Reg Areas		8.23	12.60			4.24			-.14	-7.75				38.7	.30
Conf rel Compl Prof Appl	-9.11	10.46				2.64								24.1	.42
No. TitleI LEA's w/ 1 or more Misc Sanc			3.06						.03	- .79				3.17	.11
No.Title I LEA's Form Notif not Suff.to Resolve Non-Compl		- .47				.84					- .97	.49		.80	.62
No. LEA's Reving more 1 no-tif Non-Compl		1.83									-1.94	.31		-2.34	.60
No LEA's w/ 1 or more notif Non-Compl				2.97		5.11		-1.79					-4.04	24.14	.34
No. conf for Dissem USOE Reg											13.07	-2.33		3.05	.13
No. Mail-ings for Dissem USOE Reg			4.70					.73		-.46				2.05	.57

BLANK INDICATES INDEPENDENT VARIABLE NOT IN REGRESSION EQUATION

TABLE 5 LEGEND

DEPENDENT VARIABLES

Symbol/Row Label	Variable Description
FTE Prof. Stf.	FTE Professional Title I Staff
FTE NP Stf.	" Non'Professional Title I Staff
Tot. FTE Stf.	Total FTE Title I Staff
FTE Prof. Non-Tech. assis. Stf.	FTE Prof. Non-Technical Assistance Staff
FTE Prof Non-interp Stf.	FTE Prof. non-Interpretive staff
FTE Prof. Stf. interp & enf.	FTE Prof. staff in Interpretation and Enforcement
FTE Prof. Stf. mon & tech assis	FTE Prof. Staff in Monitoring and Technical Assistance
FTE Prof. non-mon. stf.	FTE Prof. Non-Monitoring Staff
# of Prof Admin Stf.	Head Count of Professional Administrative Staff

---

INDEPENDENT VARIABLES

Symbol/Column Label	Variable Description
No. Title I LEA's	Number of Title I LEA's
St. Asser. Scale	State Assertiveness Scale
Tot. Conf. rel. req. areas	Total Conferences Related to Regulatory Areas
Conf. Rel. Compl. Proj. app.	Conferences Related To Completing Project Applications
No. Title I LEA's w/ 1 or more Fisc. Sanc.	Number of Title 1 LEA's with at least 1 Fiscal Sanction
No. Title 1 LEA's Form. Notif. Not Suff. to Resolve Non-Comp.	Number of Title I LEA's where Formal Notification was not Sufficient to Resolve Non-Compliance
No. LEA's re'ving 1 Notif. Non-Comp.	Number of LEA's Receiving more than 1 Notification of Non-Compliance
No. LEA's w/ 1 or more Notif. Non-Compl.	Number of LEA's with at least 1 Formal Notification Non-Compliance
No. Conf. for Dissem. USOE Reg.	Number of Conferences for Dissemination of USOE Regulations
No Mailings for Dissem. USOE Reg.	Number of Mailings for Dissemination of USOE Regulations

variables. This table then can be read across (by rows) to evaluate which SEA staffing factors effect a particular activity, and down (by columns) to evaluate which activities are effected by particular staffing factors.

Additionally, each particular activity shows a pattern of coefficients in which one or more staff variables have positive coefficients and one or more different staff variables have negative coefficients. These pluses and minuses give a basis for assessing the staffing trade-offs which SEA's have made in producing their management activities. Thus, if a state chooses to increase its level of conferences regarding regulations, it will, on average, allocate more professional FTE staff time to interpretation (12.6) and thus reduce the staff time in non-interpretation areas (-7.75).

These results indicate that professional staff time devoted to interpretation has a positive influence on number of conferences re. regulations and number of mailings and a positive effect on the number of LEA's receiving fiscal sanctions. This latter result indicates that an unintended, perhaps even paradoxical, result of allocating staff time to interpretation is an increase in the number

of districts so severely in violation of the regulations that negative financial consequences have been required. The number of administrative professional staff, i.e., those not involved in audits, evaluations, or field consulting, has a positive influence on the number of LEA's receiving one or more non-compliance notices, the overall level of SEA activity (assertiveness) and conferences on regulations. Administrative staff leads to increased LEA notices, these staff act in monitoring and enforcing the regulations.

Non-professional staff levels are positively related to conferences both re. regulations and compliance, as well as some effect on the number of LEA's receiving more than one compliance notice. The implication simply seems to be that support staff are a necessary part of SEA conferences but not overall assertiveness nor even more clerical functions such as the number of mailings.

The remainder of the professional staff variables do not exhibit an extensive influence on various activities and therefore are primarily important only in specific activities. Both the number of Title I LEA's as well as Title I dollars have minimal impact on activies over and above, or independent of, the levels of professional staff at the SEA.

A significant aspect of these regression analyses which relate activities to staffing patterns is that non-staff expenditure of Title I set aside does not relate in any way to SEA management activity levels. As reported earlier, considerable variation exists in the percent of set aside dollars spent on staff in FY 1973. It is possible that the set aside monies not spent directly on staff could be used to purchase services and/or materials which would lead,

independently of staff, to increased levels of management activities. In order to evaluate that possibility, the 1976 ratio of staff to set aside was used as a surrogate measure of percent of set aside spent on staff in regression analyses of management activities. The finding was that, given the information on SEA staffing, the surrogate measure of non-staff expenditure did not in any way predict the level of SEA management activity, using either a test on the regression coefficient ($t \geq 1.8$) or contribution to R^2 as criteria.

b. Levels of Administrative Activities Between $150,000 and 1% Set Aside States.

As stated earlier, a key question is whether the $150,000 and 1% set aside states differ signifcantly, and, if so, what implications this has for Congress. The purpose of this section is to draw attention to two kinds of differences:

- Levels of activity (e.g., numbers of conferences)
- "Productivity" per staff (e.g., numbers of conferences per staff)

Two contrary hypotheses were explored: (1) that the floor states are proportionately wealthier (because they receive more than 1%) and may,therefore, behave somewhat differently than the larger states, or (2) that the floor states are underfunded in terms of being able to maintain an adequate administrative core capability. The results of these analyses are summarized below:

Levels of activity - except for the assertiveness scale, and mailings, the floor states consistently report lower levels of activity than the 1% set aside states, in terms of:

- Number of conferences related to applications or to Federal regulations
- Number of LEA's receiving fiscal sanctions or formal notice of non-compliance.

On the other hand, large and small states show no significant difference in the number of mailings related to different regulations or to the state's willingness to provide directions to LEA's regarding regulatory areas, programs or other factors related to state assertiveness.

- "Productivity per staff" - When absolute differences in staff size are adjusted for, the results suggest that staff in the smaller states are at least as productive in some areas as the larger set aside states, but less so in others. Those areas where staff in the floor states appear less active (e.g., applying sanctions) may imply that there are not enough staff to engage in the follow-up necessary; or it may reflect on the fact that the smaller states are clearer in disseminating information because they spend more effort in mailings and conferences than larger states. Several exhibits, following this page, compare levels of activity per professional FTE and show that:

  - $150,000 staff generate more mailings concerning regulations (Figure 4) and hold more regulatory conferences (Figure 5) and conferences to disseminate USOE regulations (Figure 6) than their counterparts in larger states. The smaller states also tend to be higher on the assertiveness scale than larger states (Figure 7).

  - Staff in $150,000 and 1% set aside states are approximately as productive in the number of conferences specifically related to project applications (Figure 8).

  - Staff in $150,000 set aside states are considerably less less active in terms of issuing formal notification of non-compliance (Figure 9) and imposing fiscal sanctions (Figure 10) than their counterparts in larger states.

These results are therefore mixed in terms of the hypotheses regarding over/under funding of 150K states. It is therefore not clear, based on these analyses, whether 150K states should get more or less minimal set aside.

Figure 4. NUMBER OF MAILINGS FOR DISSEMINATION OF USOE REGULATIONS PER PROF. FTE - V004/V347

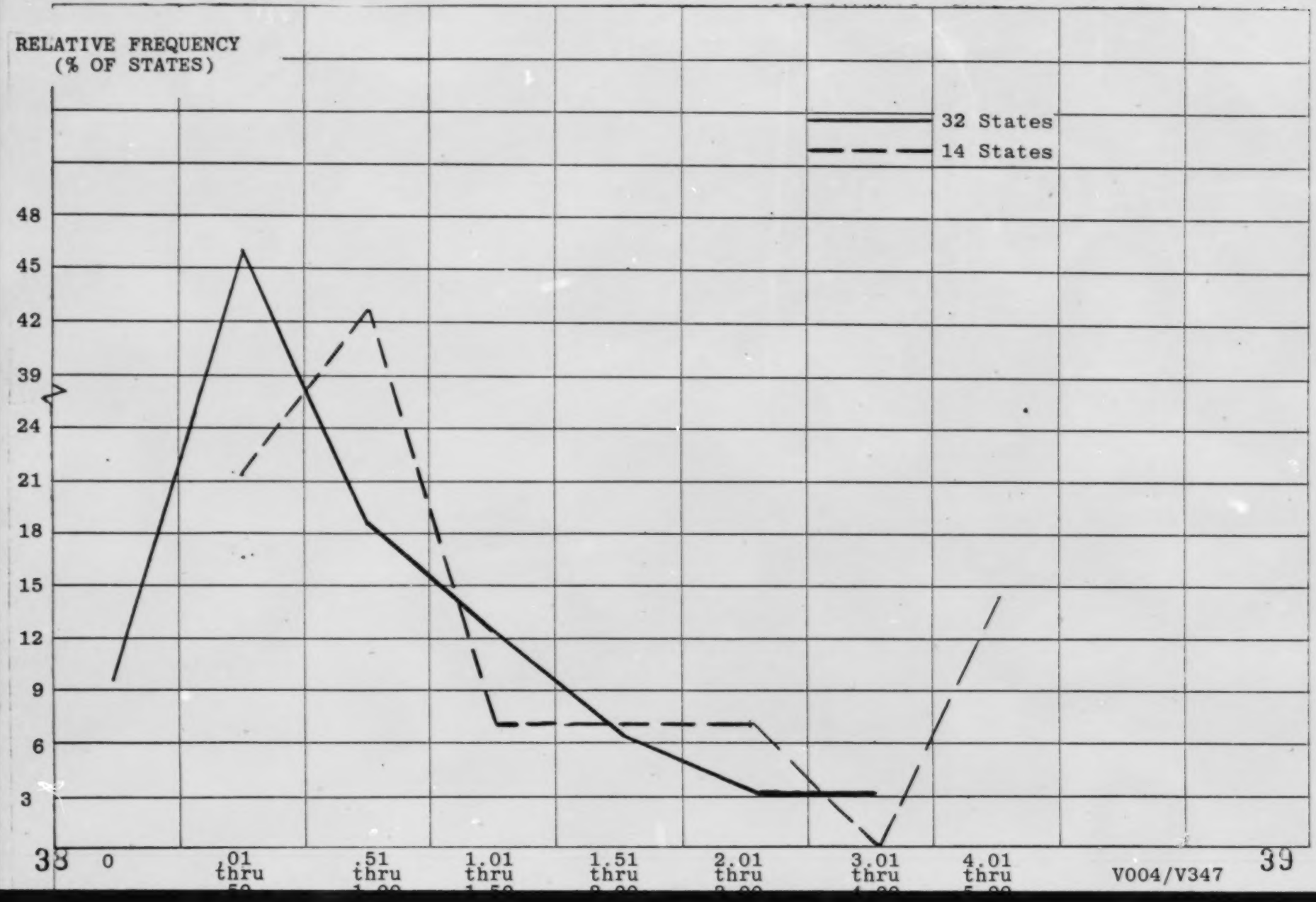


Figure 5. TOTAL REGULATORY CONFERENCES PER PROFESSIONAL FTE - V314/347

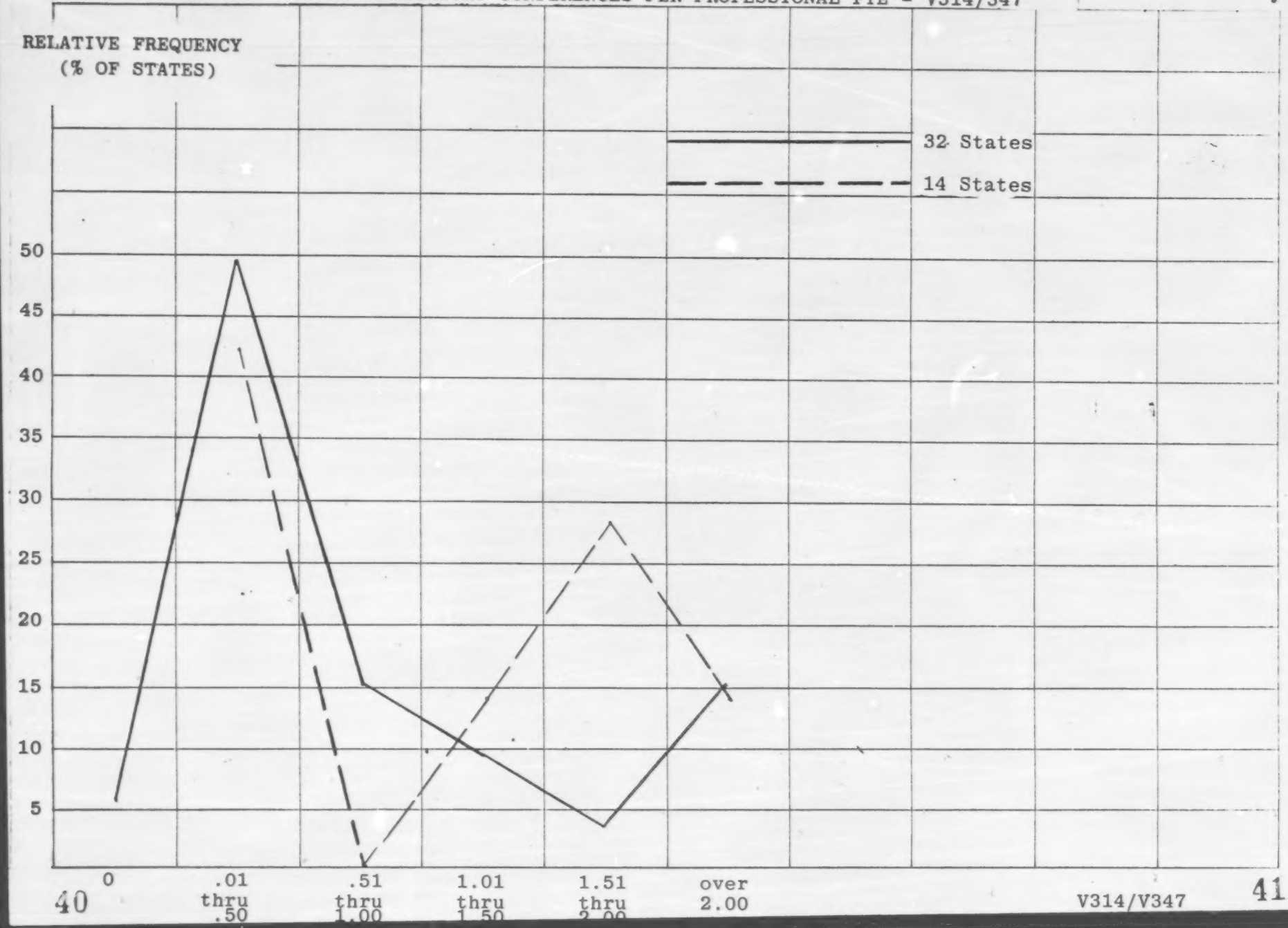
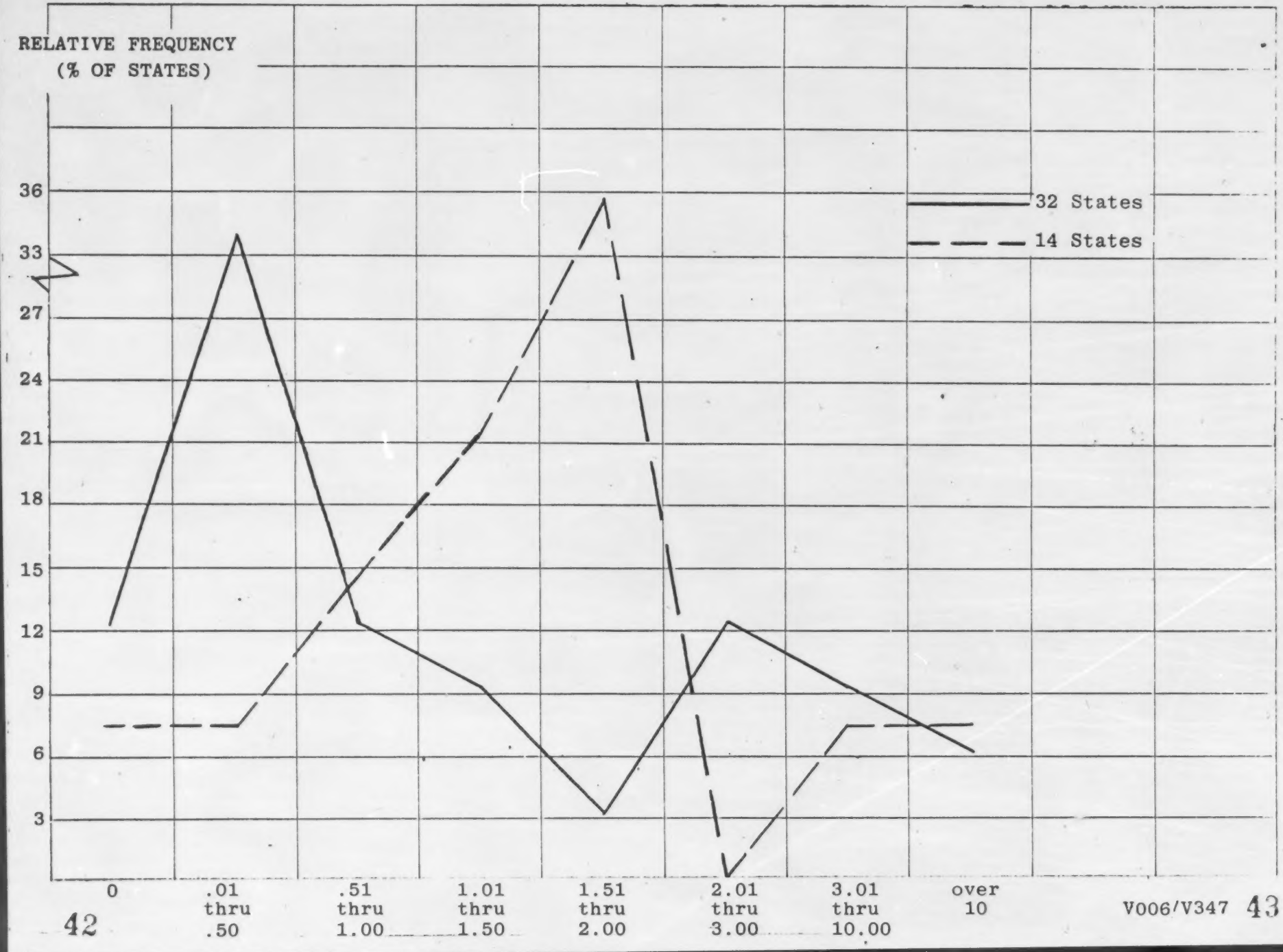


Figure 6.NUMBER OF CONFERENCES FOR DISSEMINATION OF USOE REGULATIONS PER PROF. FTE - V006/V347



Figrue 7. STATE ASSERTIVENESS SCALE/NUMBER OF PROFESSIONAL FTE - V914/V347

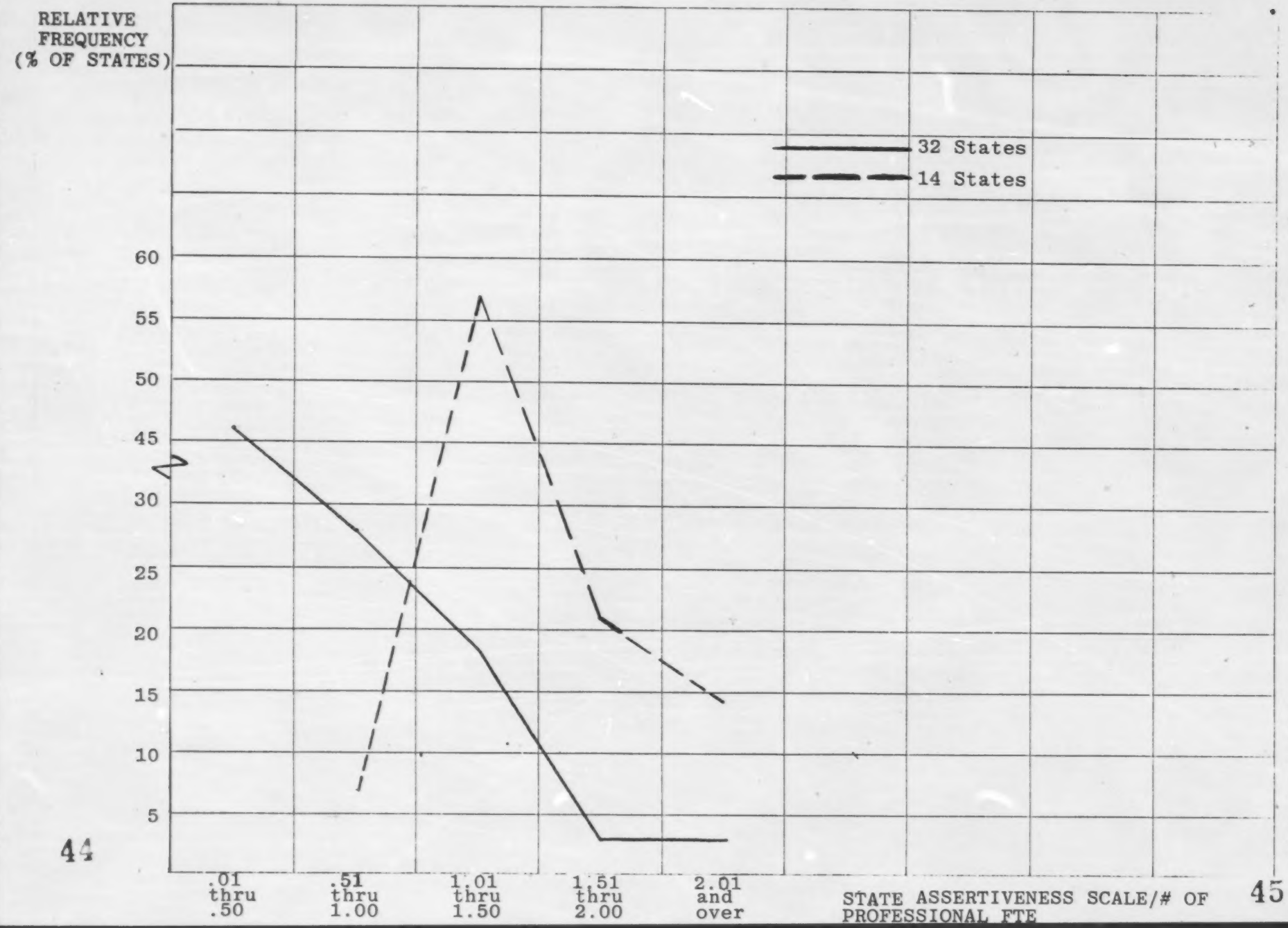


Figure 8. V313/V347 - NUMBER OF TECHNICAL ASSISTANCE CONFERENCES RELATED TO PROTECT APPLICATION PER PROFESSIONAL FTE

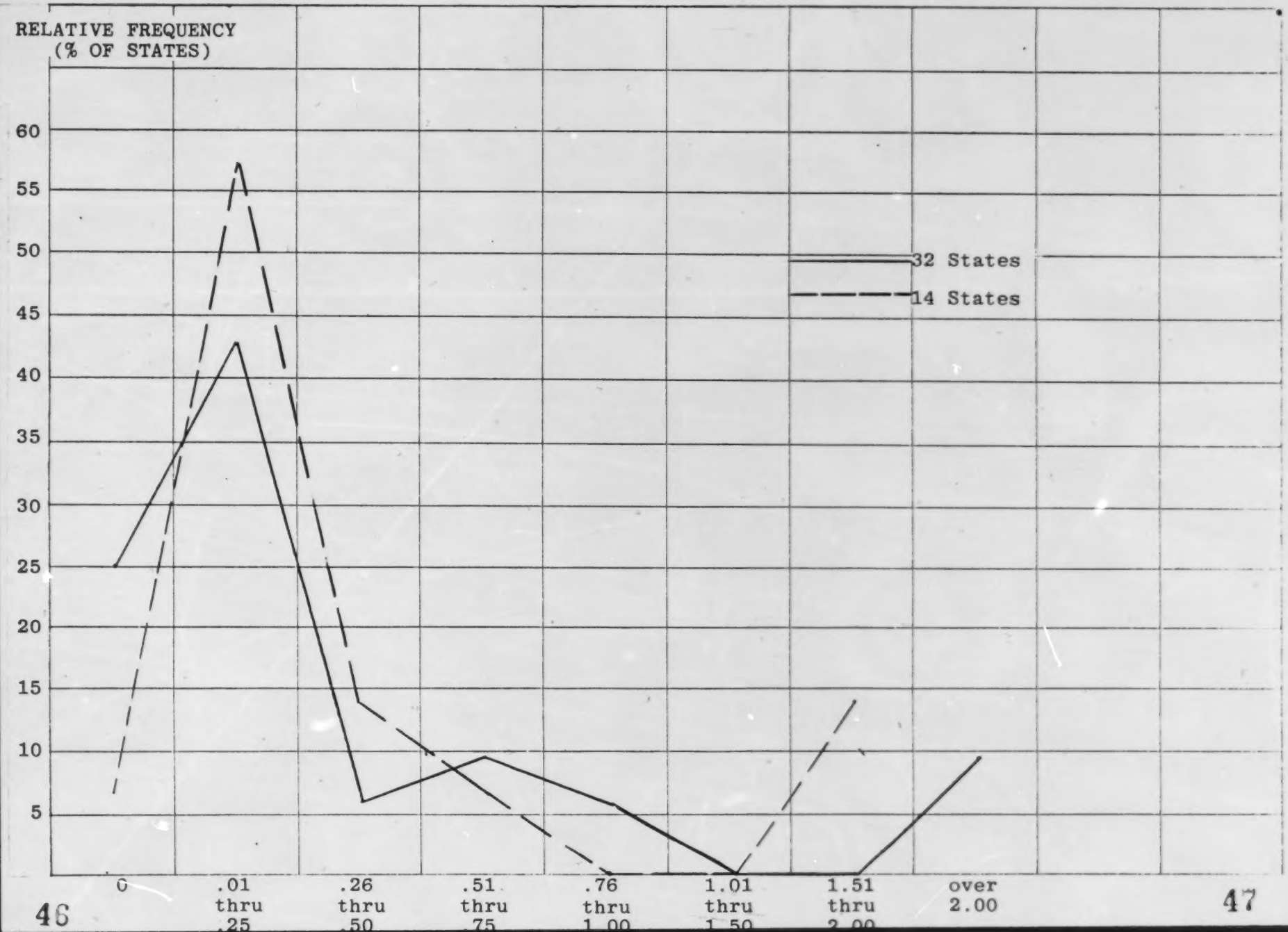


Fig. 9 # OF DISTRICTS WITH AT LEAST ONE NOTITICATION OF NONCOMPLIANCE PER PROF. FTE - V238/V347

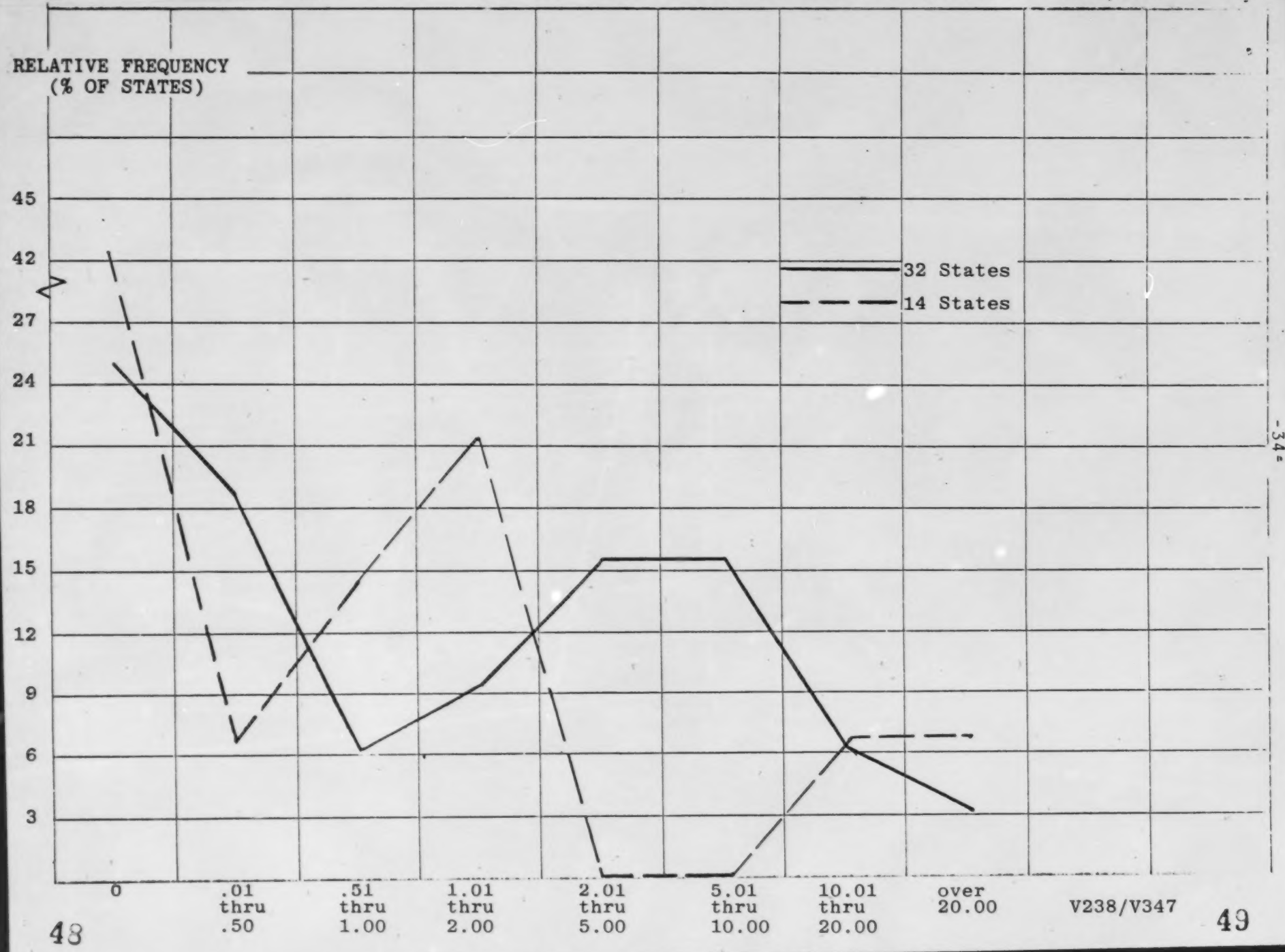
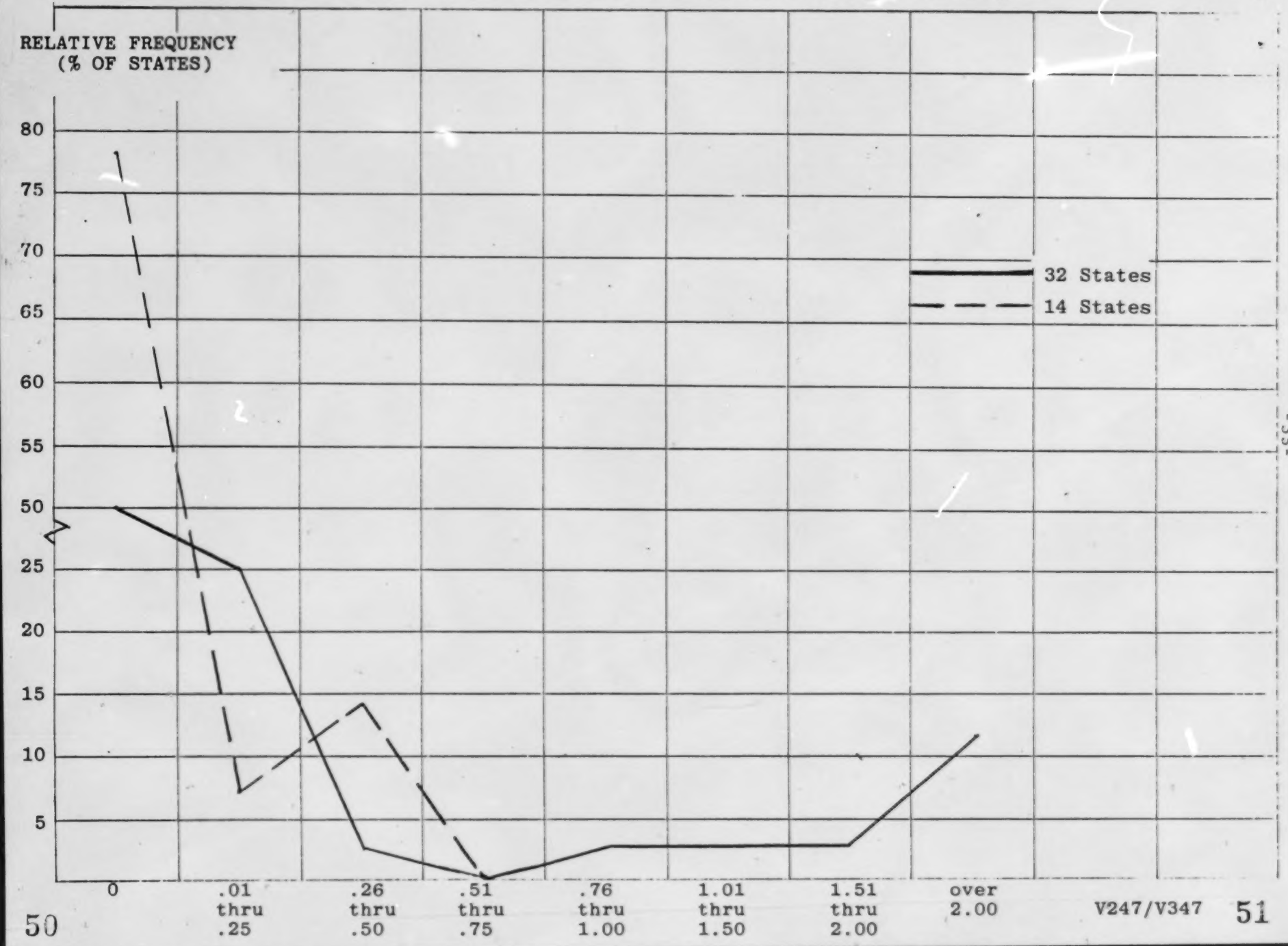


Figure 10. NUMBER OF LEA'S WITH FISCAL SANCTIONS PER PROFESSIONAL FTE V247/347



3. RELEVANCE OF ACTIVITIES TO QUALITY OF ADMINISTRATION

Policy makers need to know whether use of resources or levels or types of administrative activities make a difference in terms of compliant behavior or some other measure of administrative quality. Accordingly, one measure suggestive of quality was employed:

- A Federal compliance scale which categorized states into three (worst average and best) groupings according to various indicators, such as the number of HEW audit exceptions in the state. States falling into the two extreme worst and best categories were then used to identify those administrative activities useful in predicting either condition.

Comparisons of good and bad states based on the Federal compliance scale show no differences in most indications of the level of resources, but substantial variation in how staff spend their time and in levels of activity. These findings are summarized below:

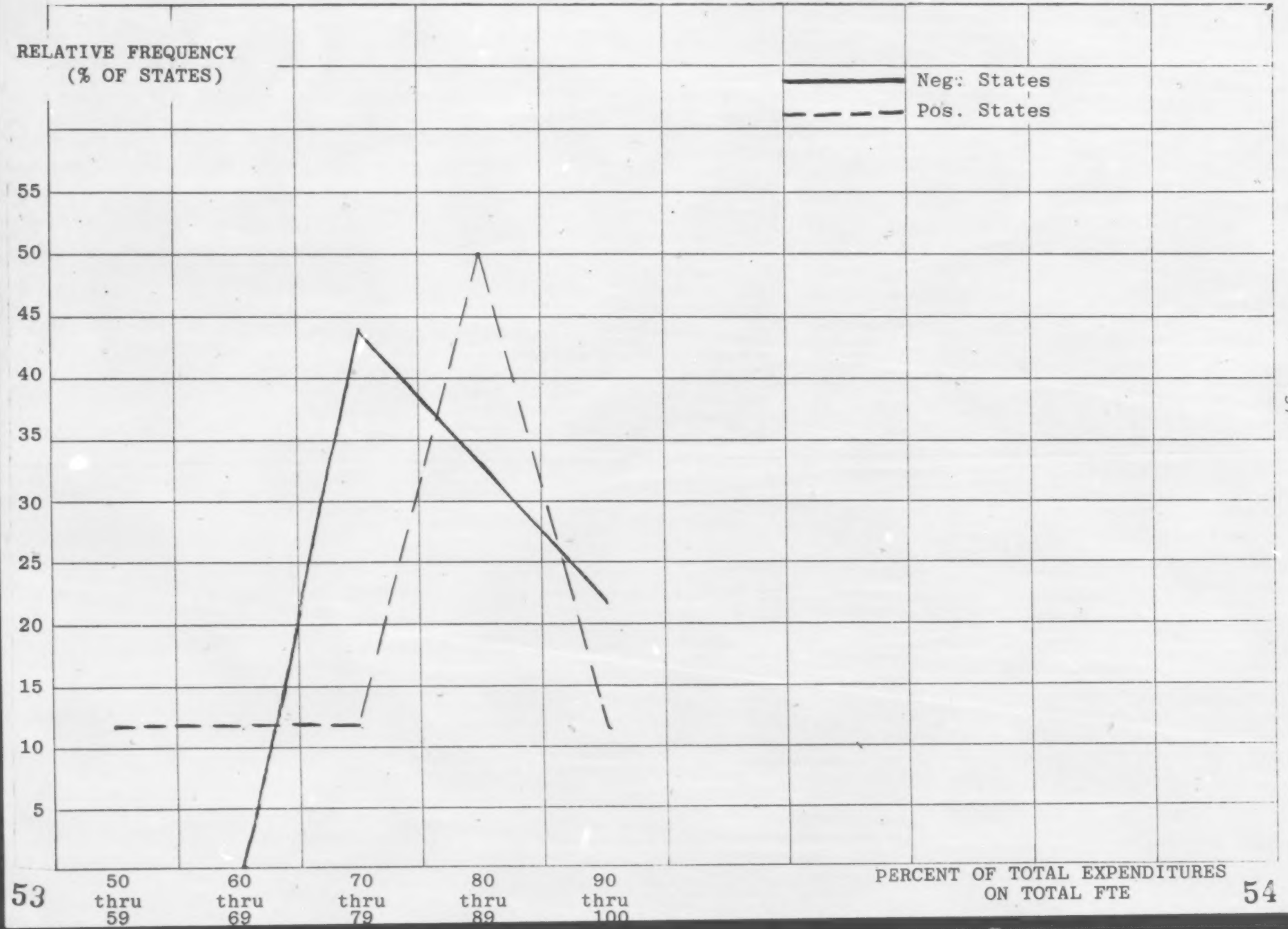
- Based on 1973 data, the states that spend less set aside on staff are more likely to have Federal compliance problems, as shown in Figure 11, page 37.

- Based on the FY 1975-76 data, however, differences between so-called positive or negative states were no longer associated with how much set aside was spent on staff - after the regression equations were used to statistically adjust for differences in all other relevant factors.

States tending to have compliant problems do, however, have larger absolute numbers of FTEs and professional FTEs, probably reflecting more on the fact that larger states appear to have more problems as a mere function of size (see Table 7, page 39).

Substantial differences between compliant and compliant problem-oriented states were found in terms of levels of administrative activity. These variations are summarized below:

Figure 11. PERCENT OF TOTAL EXPENDITURES ON TOTAL FTE (1973 FY DATA)
BY POSITIVE AND NEGATIVE GROUPS OF STATES



- The higher the number of mailings for purposes of disseminating USOE regulations, the more compliant the states (Table 8).

- The higher the number of conferences to disseminate USOE regulations, the more compliant the states (Table 9); however, the way conferences related to regulatory areas shows a reverse relationship,i.e., the more regulatory conferences the less compliant (Table 10). The same relationship exists between conferences related to project applications (Table 11).

- The number of LEA' receiving formal notification of noncompliance or receiving fiscal sanctions is also considerably higher for states tending to have compliance problems (Tables 11 and 12).

Presented in Table 21 is the result of an attempt to evaluate the relationship between the use of set aside monies and the performance of SEA's as indicated by their being included in the negative or positive performance group. These results were obtained by using the regression equations to predict staff levels from set aside dollars and other state characteristics.

For each state in the negative group, its predicted staff level was compared to its actual staff level. It was hypothesized that poorly performing SEA's would be understaffed, and therefore a state which showed fewer actual staff than predicted was counted as a confirming prediction, no difference counted as neutral and a positive difference counted as incorrect. Inspection of the results of these tallies for the negative group shows a considerable number of correct predictions and relatively few incorrect predictions.

For each state in the positive group, the same procedure was followed. The differences between actual and predicted staff levels were considered confirming/neutral/incorrect by reversing the rules used for negative states. That is a positive state was hypothesized to have more staff than was predicted. The pattern of results in Table 13 do not support the hypothesis that positive states are overstaffed.

TABLE 21

	POSITIVE STATES			NEGATIVE STATES		
	Correct	Neutral	Incorrect	Correct	Neutral	Incorrect
Prof. FTE Interpretation	2	1	5	7	1	2
Prof FTE Monitoring	4	1	3	5		5
Prof FTE Enforcement	2	3	3	6	3	1
Prof FTE Dissemination	3	2	3	3	5	2
Non-Prof FTE	4		4	4	2	3
Administrative Head Count	3	1	5	6	2	2

CONCLUSIONS

The analyses of the relationships between:

a) Set aside and SEA Title 1 staff levels;
b) SEA Title 1 staff levels and state administrative activity levels; and
c) Set aside, staff levels and quality of SEA performance

supports the following conclusions

(1) set aside monies not spent for SEA staff do not contribute to SEA management activities; and

(2) states which have been assessed as negatively performing their Title I administrative duties are likely to be under-staffed, compared with what would be predicted levels of staffing based on state and other characteristics, given their set aside level.

(3) Therefore, relatively poor performance as well as lower levels of management activities on the part of SEAs are directly associated with lower proportionate levels of set aside spending on professional staff.

(4) Additionally, it was found that the presence of a state compensatory education program and/or the lack of organizational importance of Title I within the SEA lead to lower levels of professional Title I staff, after adjusting for level of set aside. Since staff levels positively relate to management activities, this finding implies that such states may have lower levels of staff productivity. This finding warrants further analysis/study especially regarding the underlying manner in which State CE or organizational importance affect staff productivity.

APPENDIX

ADDITIONAL FIGURES AND TABLES

TABLE 7

FTE BY POSITIVE AND NEGATIVE GROUPS OF STATES

Total FTE

Negative Group		Positive Group	
Number of Total FTE	Number of States	Number of Total FTE	Number of States
9	1	5	1
13	1	6	1
20	1	9	1
22	1	12	1
23	1	13	1
28	1	16	1
30	1	19	1
35	1	28	1
53	1		
101	1		
Adjusted Mean*= 28.0		Adjusted Mean = 12.5	

Professional FTE

Negative Group		Positive Group	
Number of Total FTE	Number of States	Number of Total FTE	Number of States
4	1	4	2
6	1	5	1
8	1	8	2
13	1	9	1
14	1	15	1
18	1	16	1
19	2		
40	1		
58	1		
Adjusted Mean = 17.1		Adjusted Mean = 8.8	

*Highest and lowest values omitted

TABLE 8

DISTRIBUTION OF ACTIVITY VARIABLES:

POSITIVE VS. NEGATIVE GROUPS OF STATES

V004 - Number of Mailings Related to Dissemination of USOE Regulations

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
0	2	1	3
1	5	4	2
4	1	5	1
6	1	6	1
20	1	24	1
Mean = 3.5		Mean = 5.5	

TABLE 9

V006 - Number of Conferences Related To Dissemination of USOE Regulations

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
0	1	0	1
1	1	2	1
2	1	3	2
3	1	10	1
6	1	18	1
7	1	50	1
16	1	70	1
20	2		
36	1		
Mean = 1.1		Mean = 18.9	

TABLE 10

DISTRIBUTION OF ACTIVITY VARIABLES:

POSITIVE VS. NEGATIVE GROUPS OF STATES

V914 - State Assertiveness Scale

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
3	1	4	2
5	2	5	3
6	3	6	1
7	2	7	2
8	1		
Mean = 6.3		Mean = 5.3	

V314 - Total Conferences Related To Regulatory Areas

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
1	2	0	2
3	2	1	1
6	1	2	1
7	1	3	1
14	1	4	1
36	1	6	1
20	1	40	1
250	1		
Adjusted Mean* = 12.7		Adjusted Mean = 3.2	

*Highest and lowest values omitted

DISTRIBUTION OF ACTIVITY VARIABLES:

POSITIVE VS. NEGATIVE GROUPS OF STATES

TABLE 11

V313 - Number of Conferences Related to Completing Project Application

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
0	2	0	2
1	4	1	2
3	1	2	1
6	1	3	1
8	1	4	1
172	1	438	1
Adjusted Mean = 3.0		Adjusted Mean = 2.2	

V247 - Number of TI LEA's With Fiscal Sanctions

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
0	3	0	5
1	1	2	1
2	1	20	1
3	2	30	1
5	1		
20	1		
150	1		
Mean = 18.4		Mean = 6.5	

DISTRIBUTION OF ACTIVITY VARIABLES:

POSITIVE VS. NEGATIVE GROUPS OF STATES

TABLE 12

V244 - Number of T1 LEA's Where Formal Notification Insufficient to Resolve Non-compliance

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
0	8	0	7
1	1	12	1
50	1		
Mean = 5.1		Mean = 1.5	

V240 - Number of T1 LEA's With More Than One Notification of Non-compliance

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
0	7	0	7
1	1	15	1
3	1		
100	1		
Mean = 13.1		Mean = 1.9	

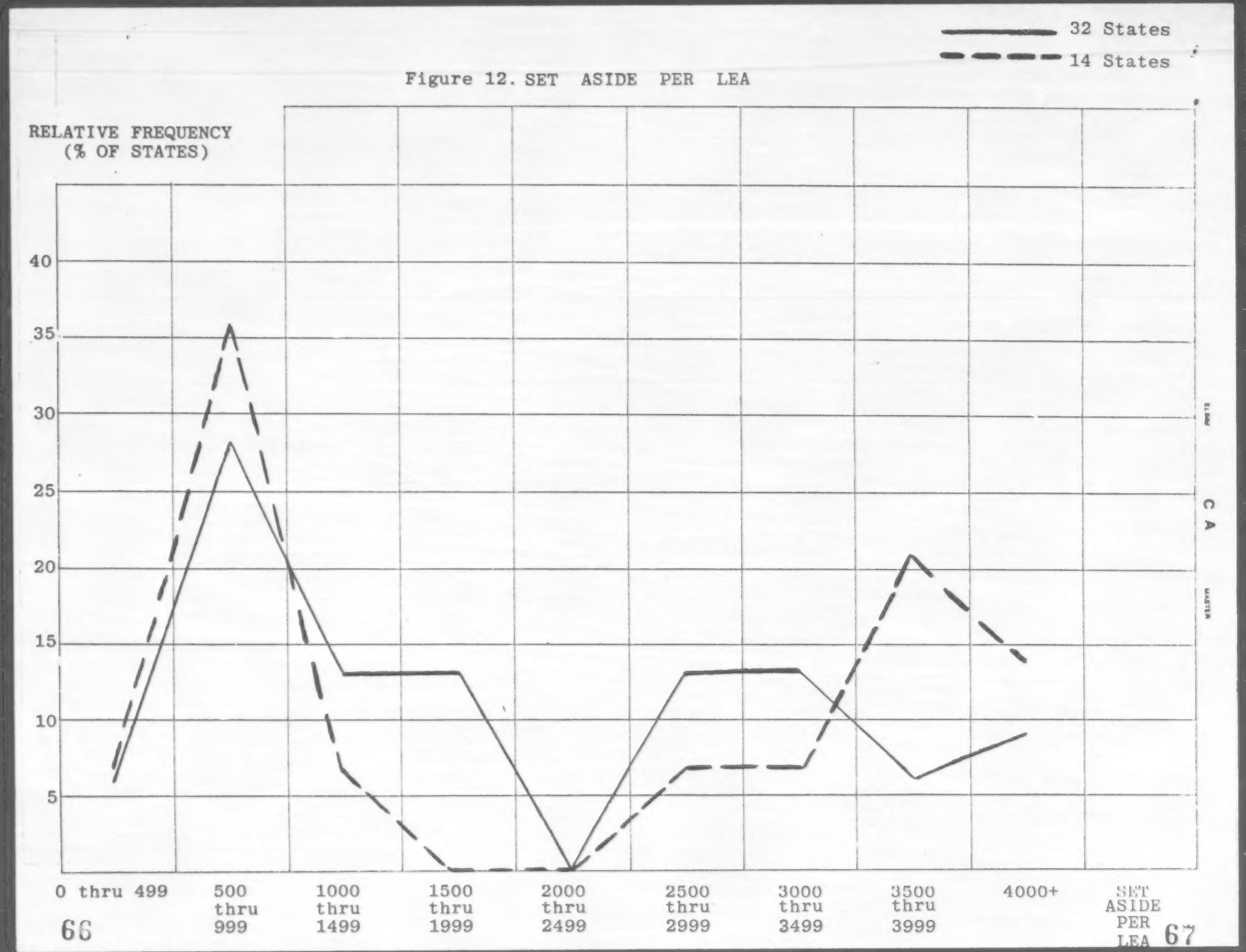

32 States
14 States
Figure 12. SET ASIDE PER LEA
RELATIVE FREQUENCY
(% OF STATES)
40
35
30
25
20
15
10
5
0 thru 499
500 thru 999
1000 thru 1499
1500 thru 1999
2000 thru 2499
2500 thru 2999
3000 thru 3499
3500 thru 3999
4000+
SET ASIDE PER LEA

Figure 13.NUMBER OF DISTRICTS IN WHICH FORMAL NOTIFICATION WAS NOT SUFFICIENT TO RESOLVE NONCOMPLIANCE PER PROFESSIONAL FTE - V244/V347

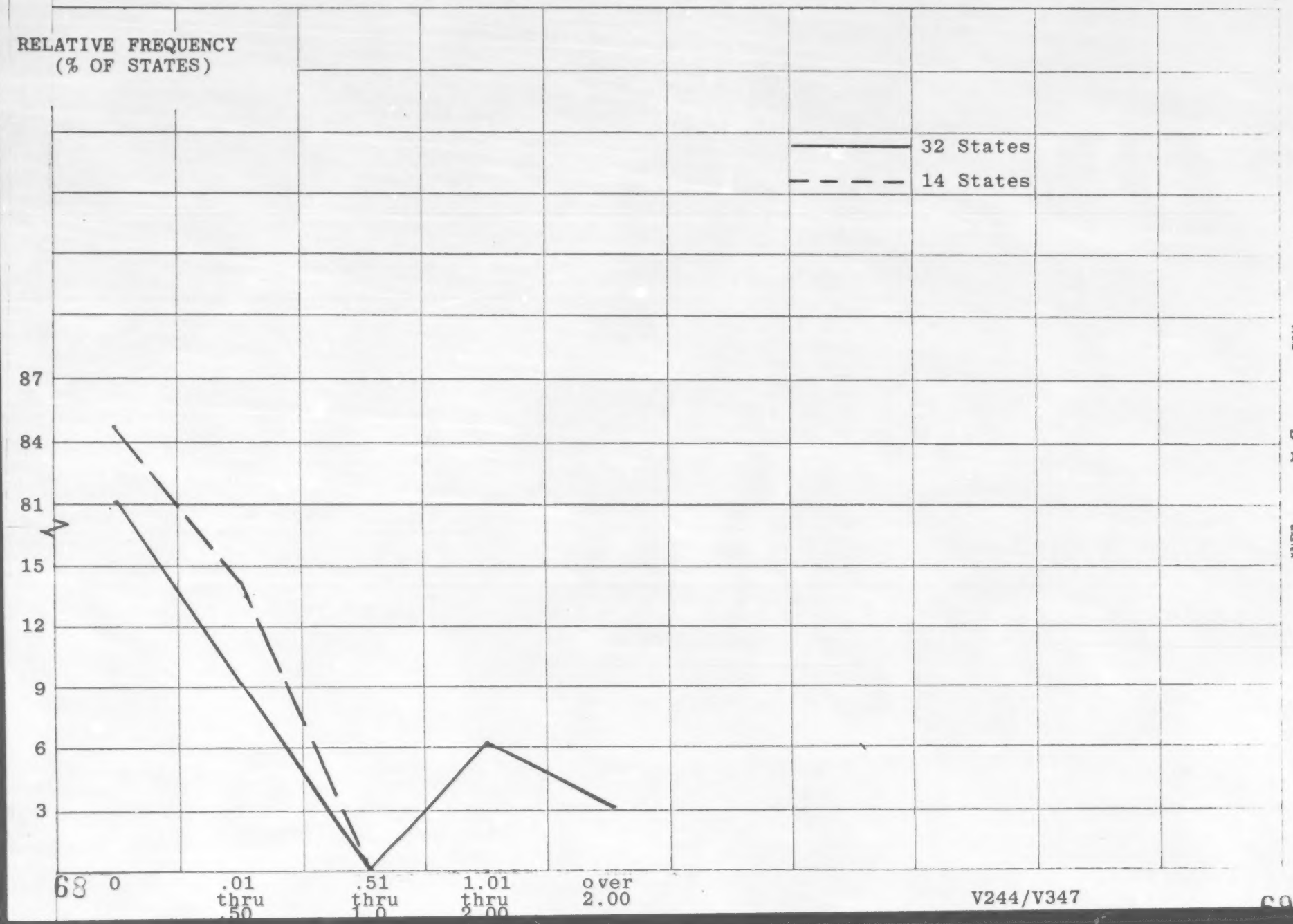


Figure 14. NUMBER OF LEA'S WITH FISCAL SANCTIONS - V247

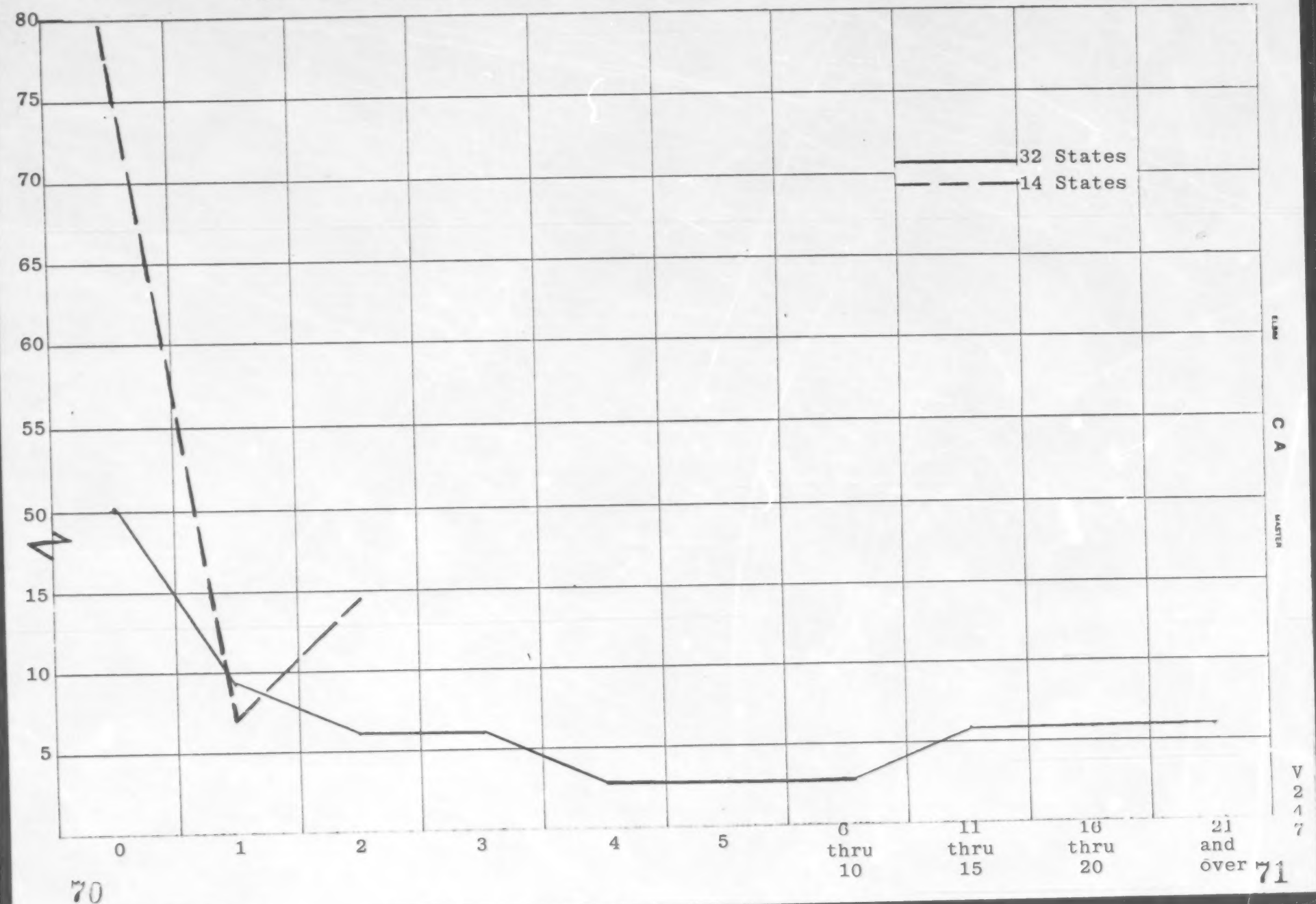


Figure 15. NON-PROFESSIONAL FTE PER $100,000 SET ASIDE

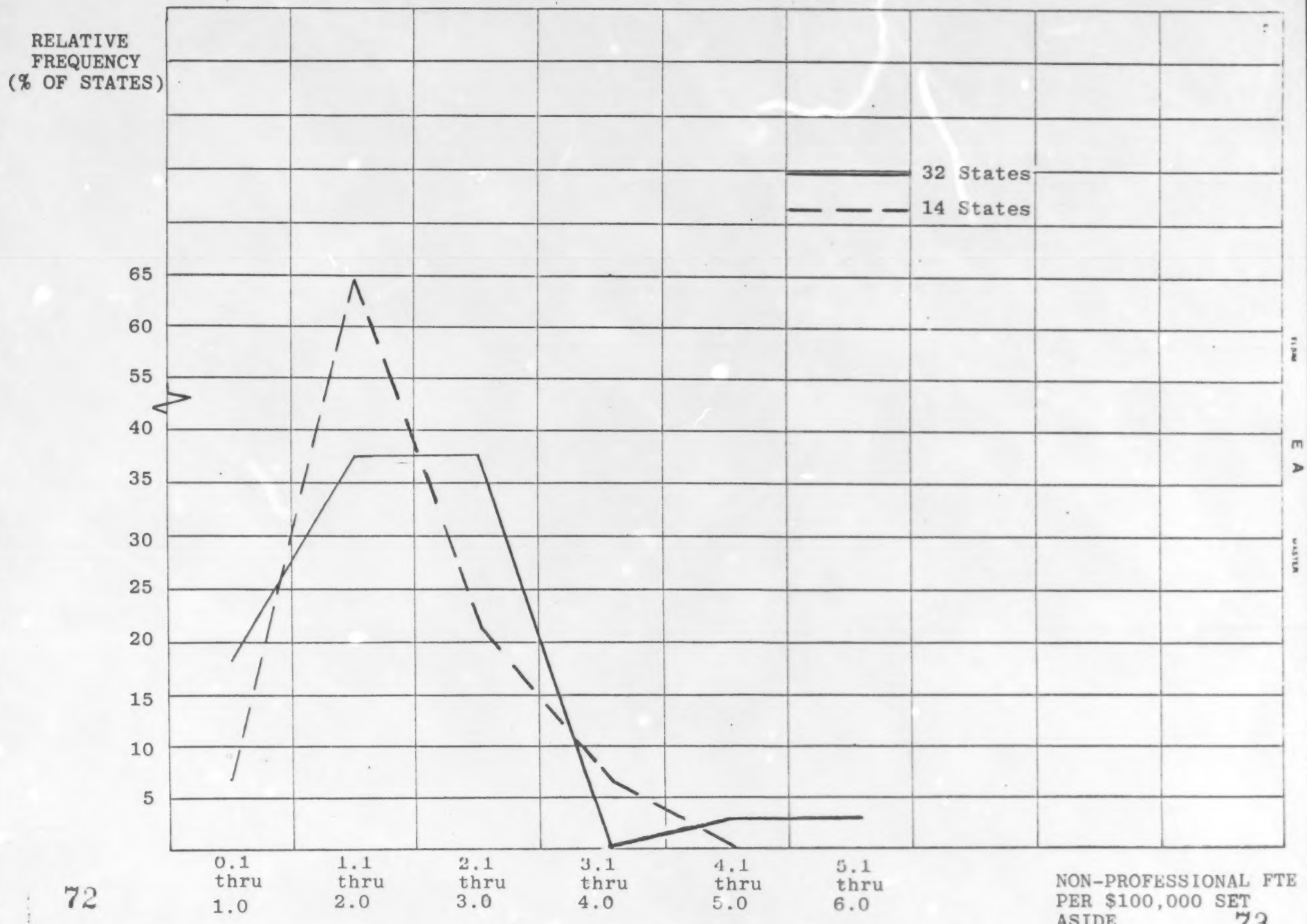


FIGURE 16.
OF DISTRICTS RECEIVING MORE THAN ONE NOTIFICATION OF NONCOMPLIANCE PER PROF. FTE -V240/V347

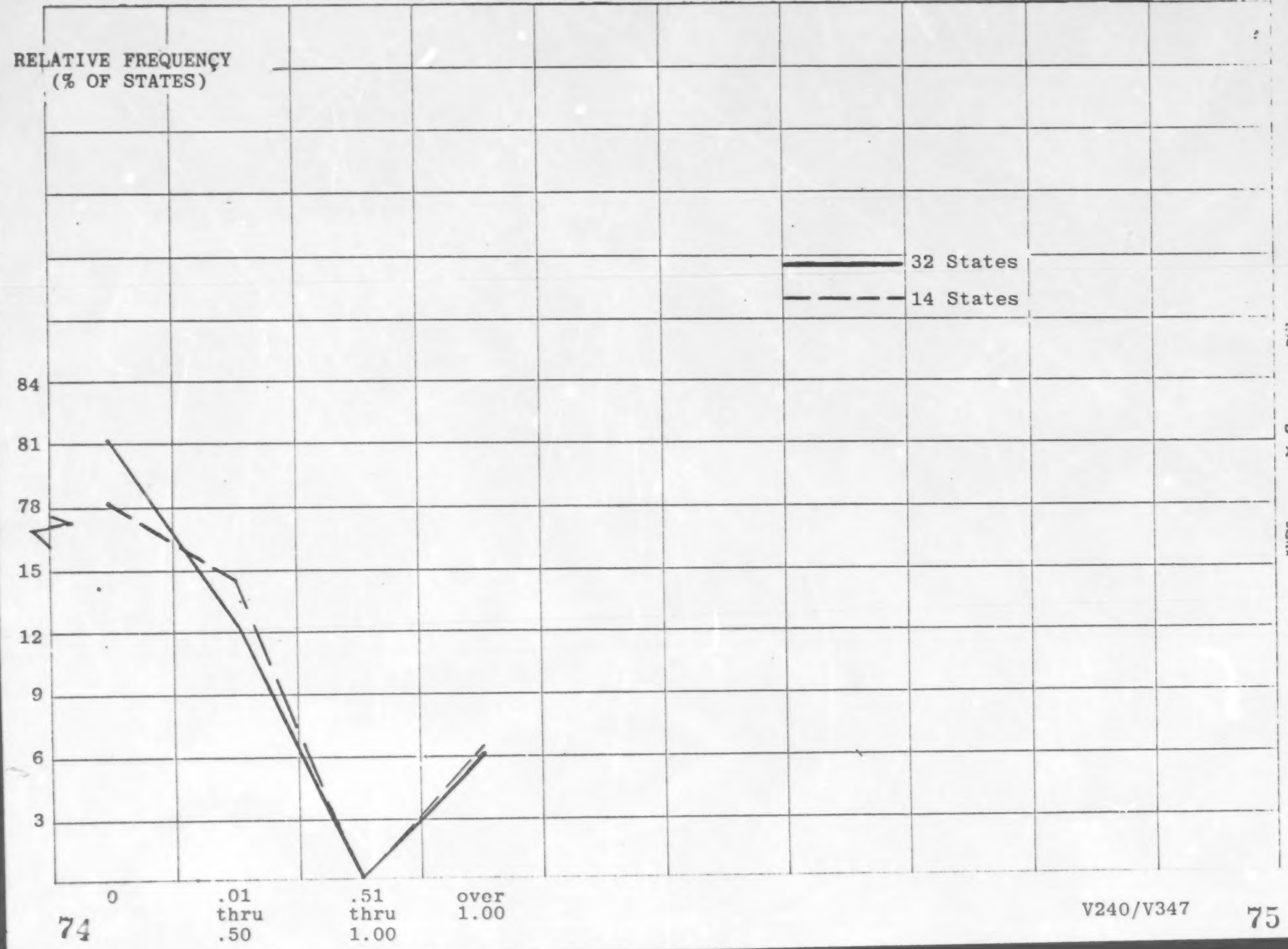


Figure 17. NON-PROFESSIONAL FTE PER $100,000 SA BY CE AND NON-CE STATES

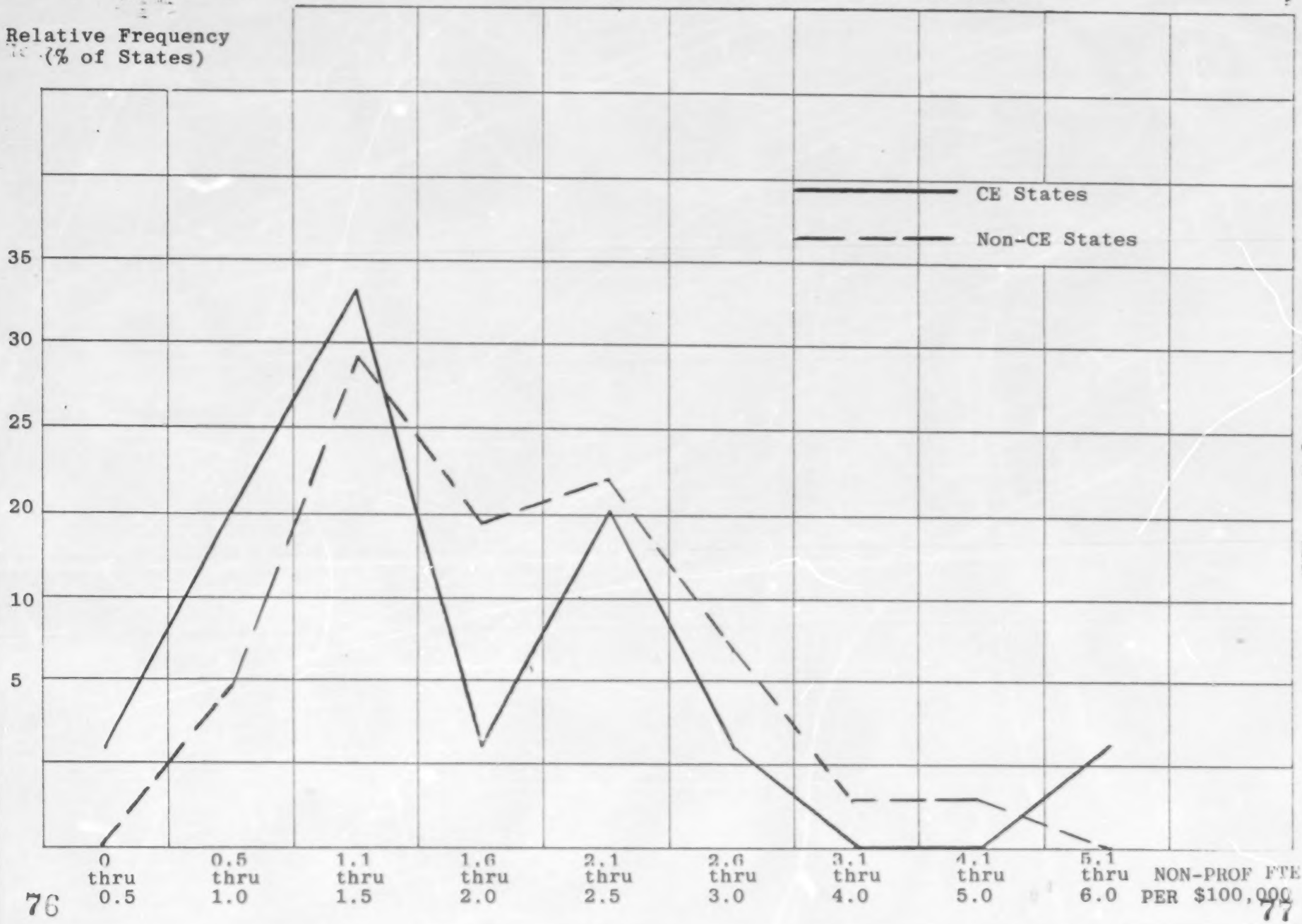


Figure 18.NUMBER OF DISTRICTS RECEIVING A FORMAL NOTIFICATION OF NONCOMPLIANCE FROM STATE TITLE 1 OFFICE - V238

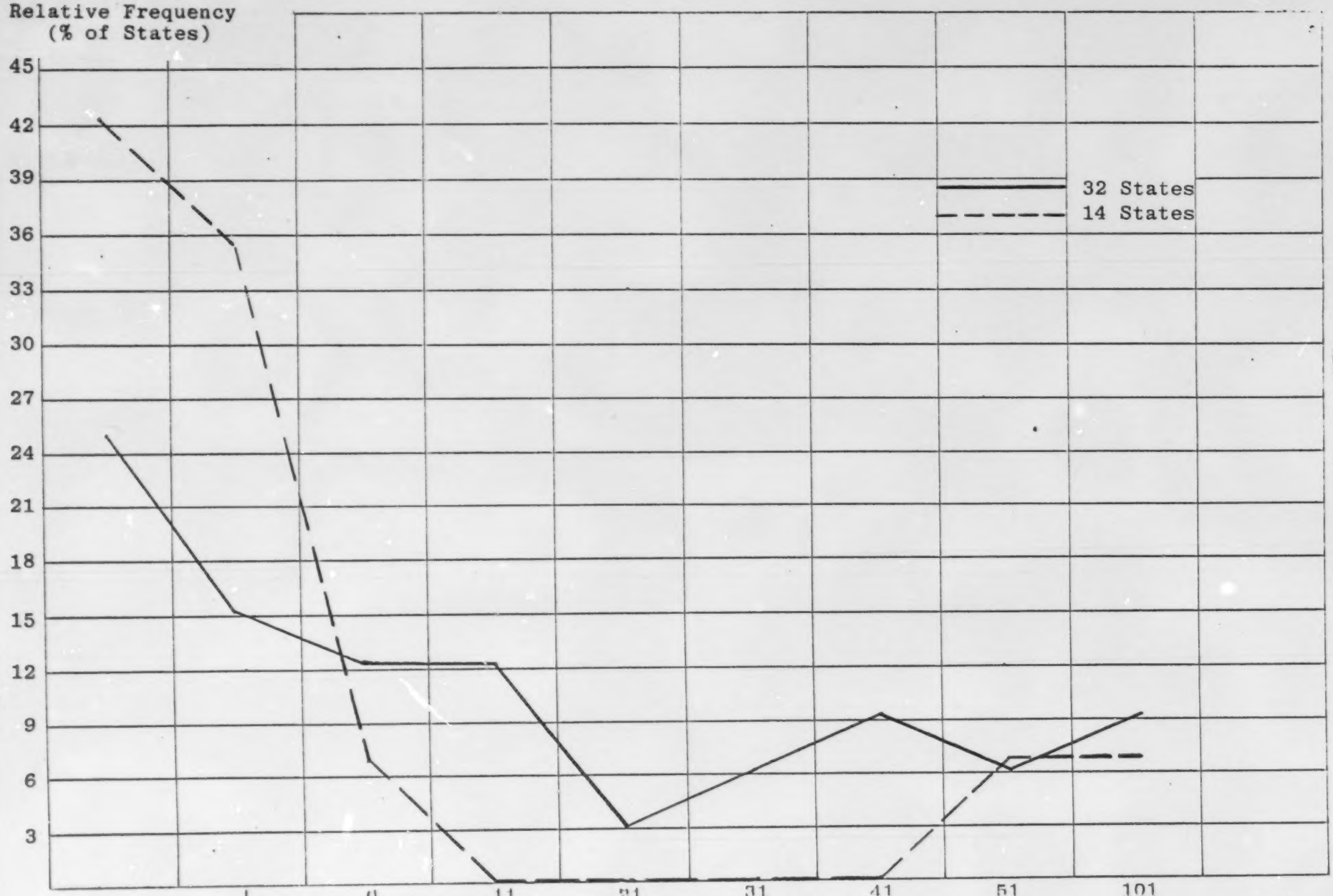


Figure 19. DISTRIBUTION OF TOTAL FTE PER $100,000 SET ASIDE

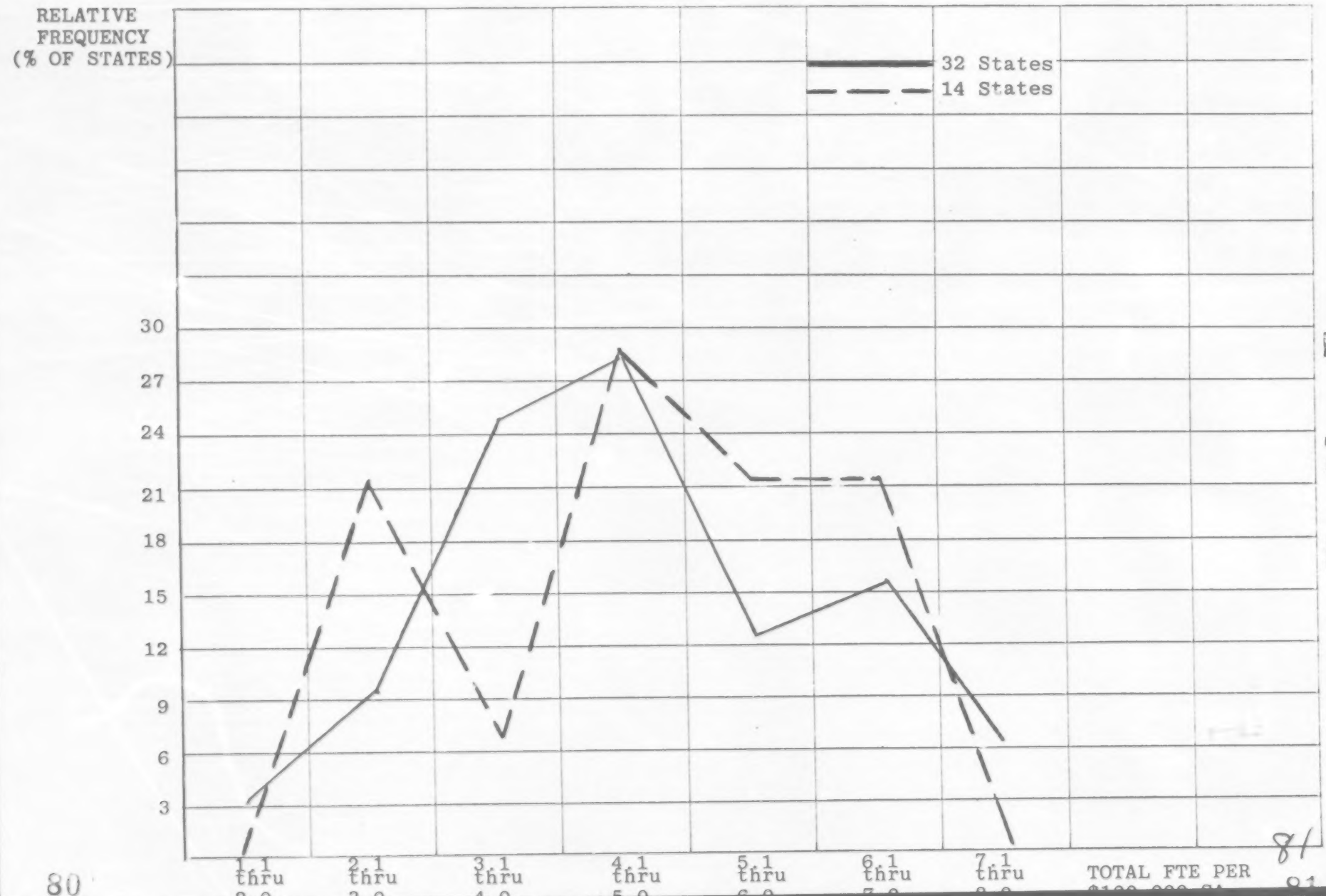
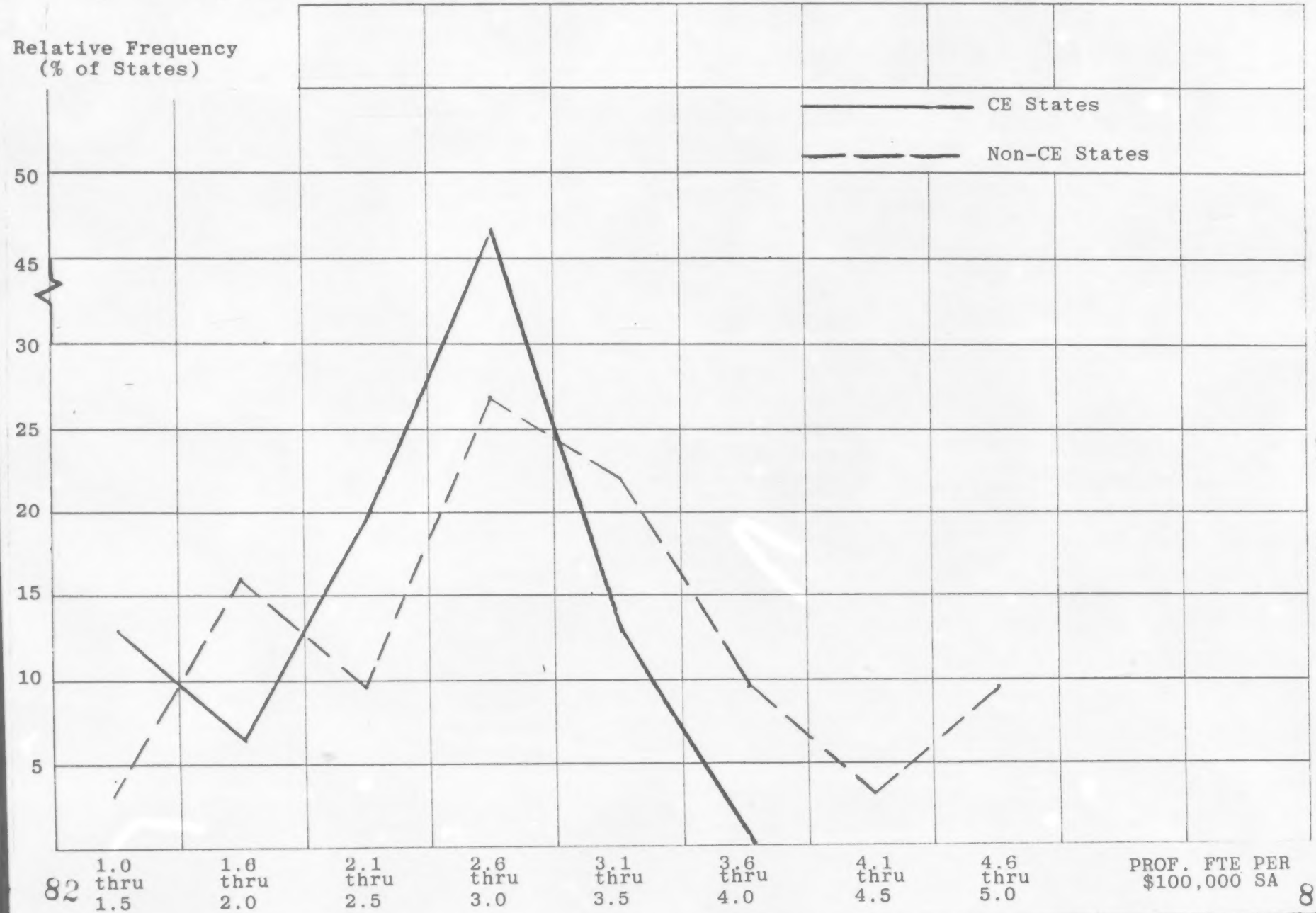
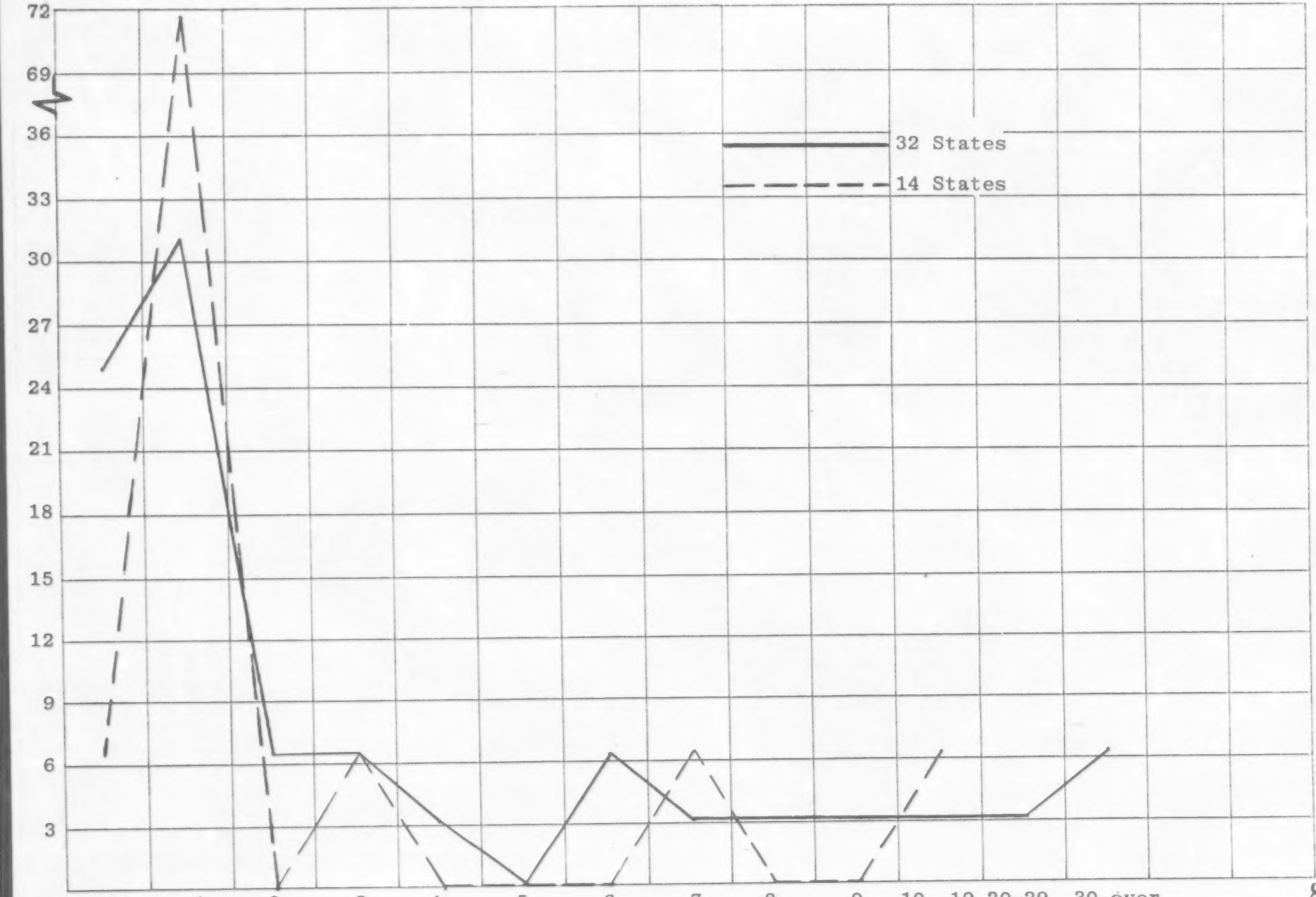


Figure 20. PROFESSIONAL FTE PER $100,000SA BY CE AND NON-CE STATES



Rel. Freq.
(% of States) Figure 21. TECHNICAL ASSISTANCE CONFERENCES RELATED TO APPLICATION - V313



V313

Figure 22, NUMBER OF MAILINGS FOR DISSEMINATION OF USOE REGULATIONS - V004

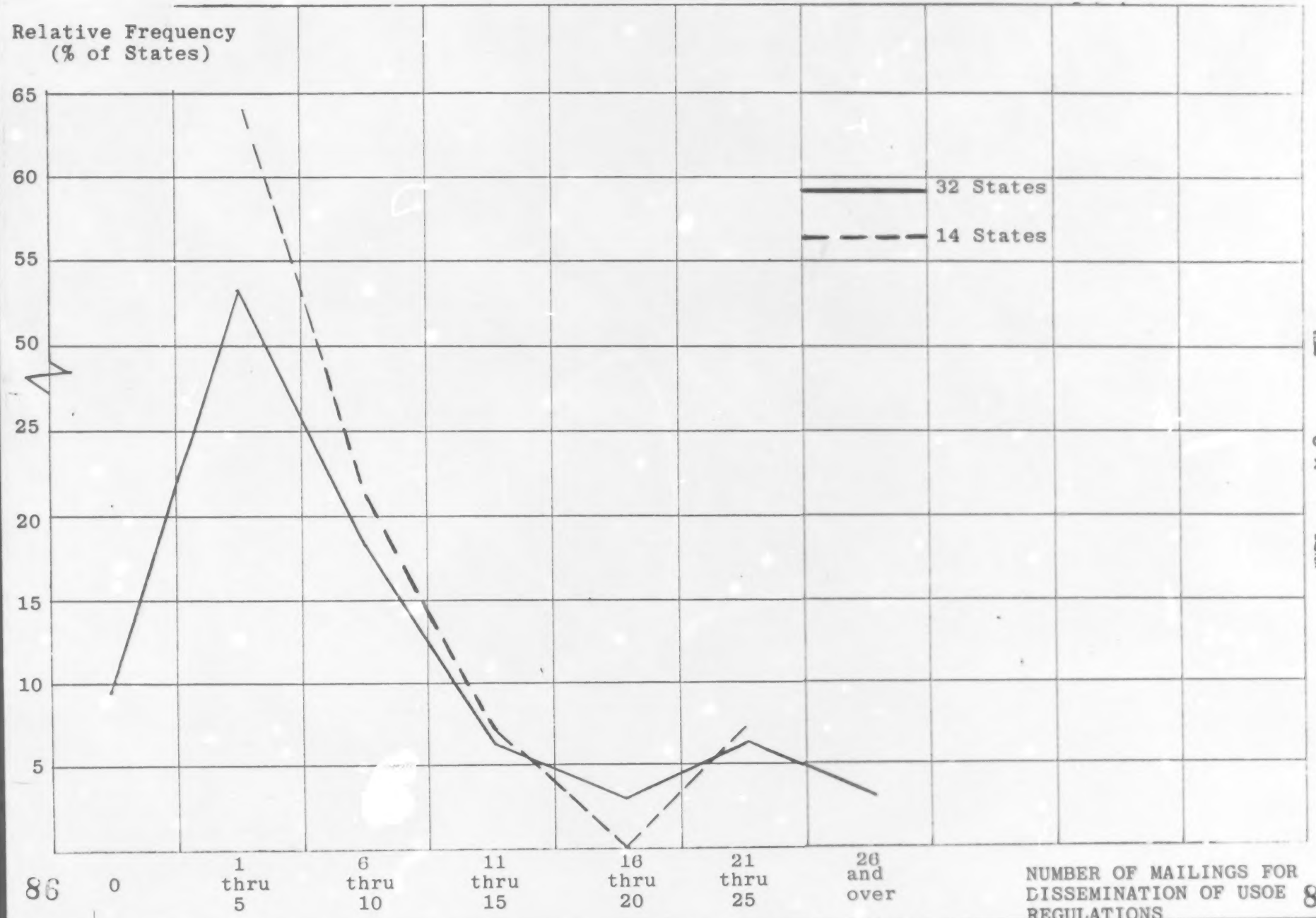


Figure 23. NUMBER OF CONFERENCES FOR DISSEMINATION OF USOE REGULATIONS - V006

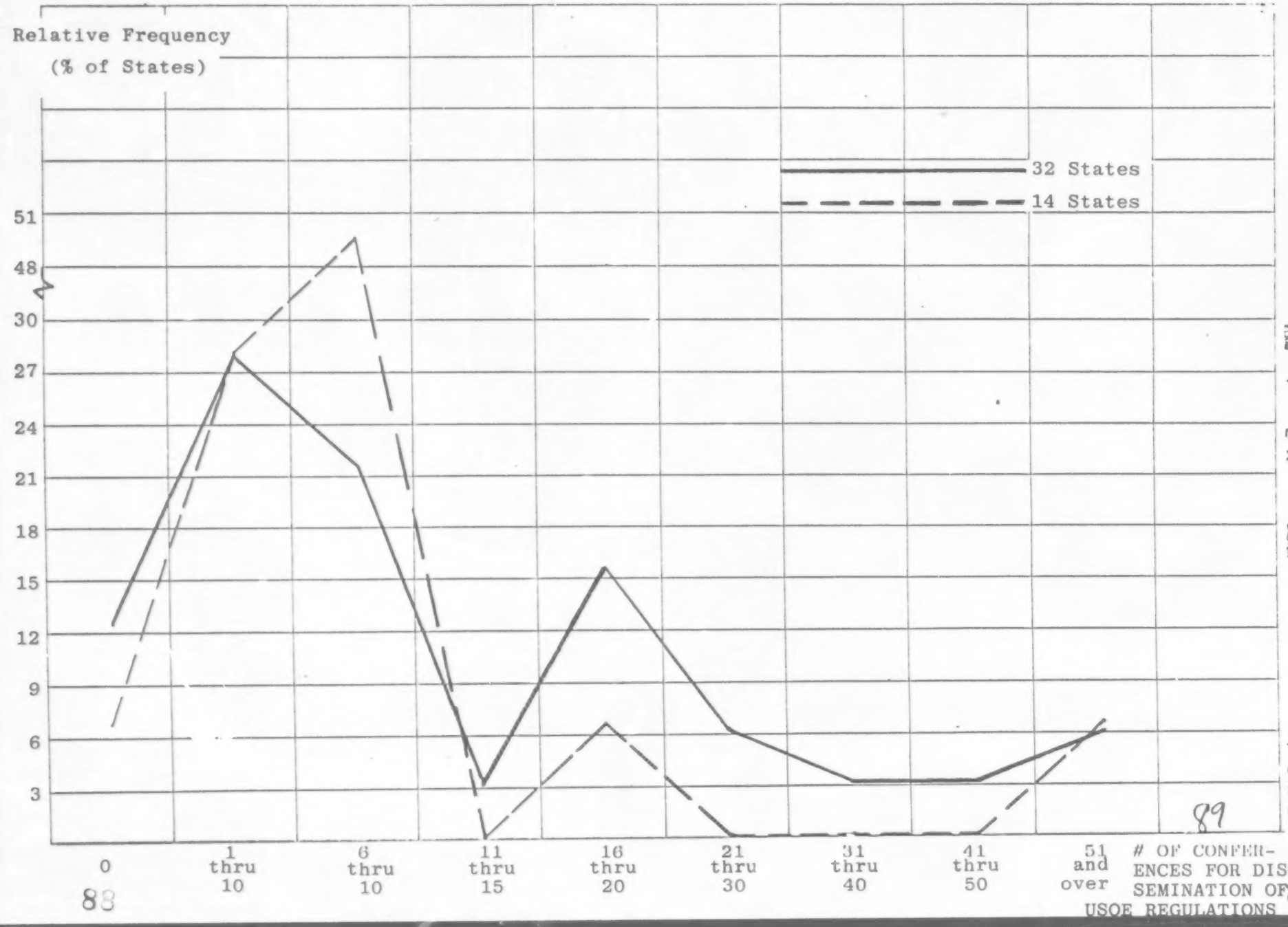


Figure 24. NUMBER OF LEA'S WHERE NOTICE INSUFFICIENT TO RESOLVE NONCOMPLIANCE - V244

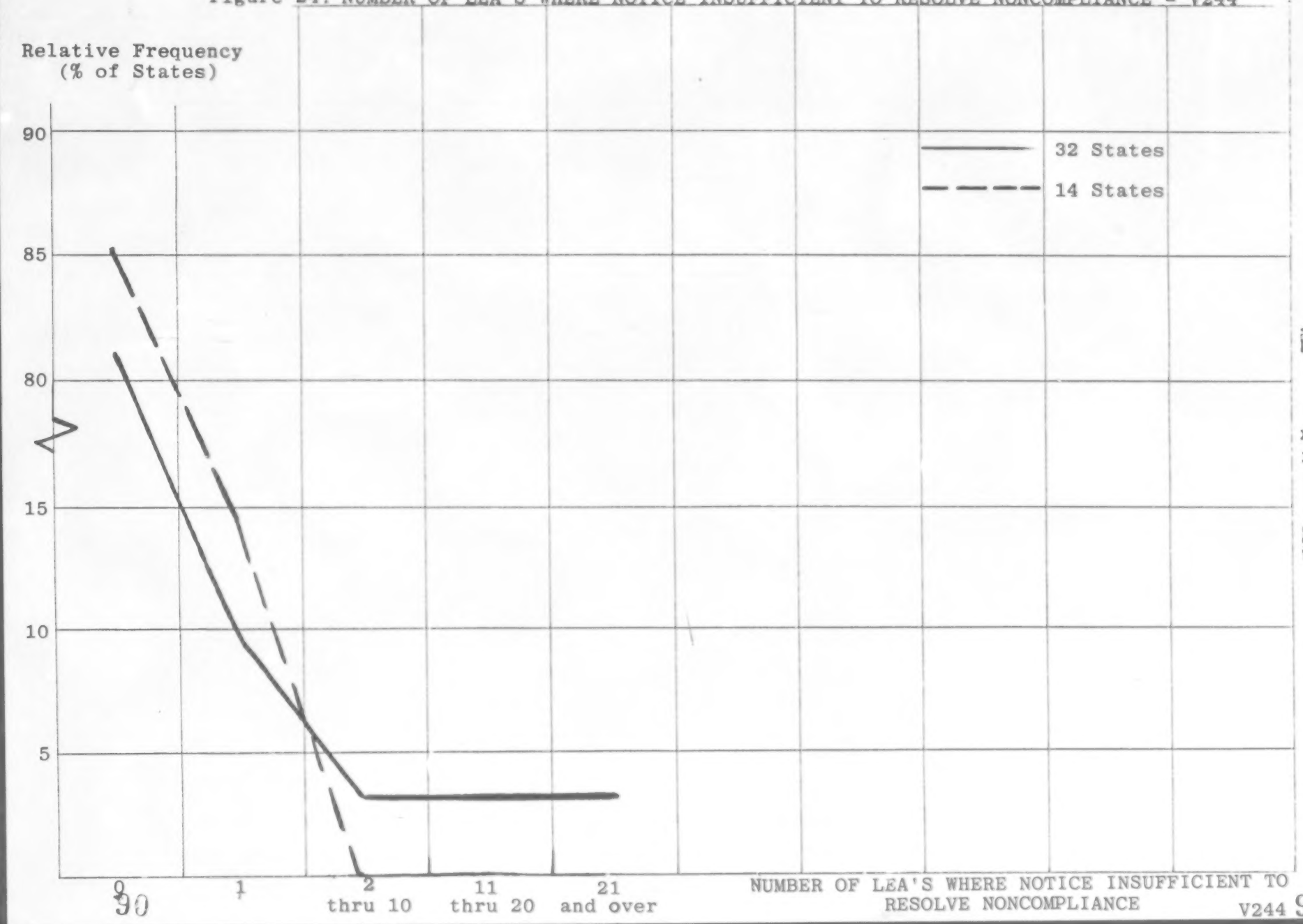


Figure 25. NUMBER OF LEA'S RECEIVING MORE THAN ONE NOTICE OF NONCOMPLIANCE - V240

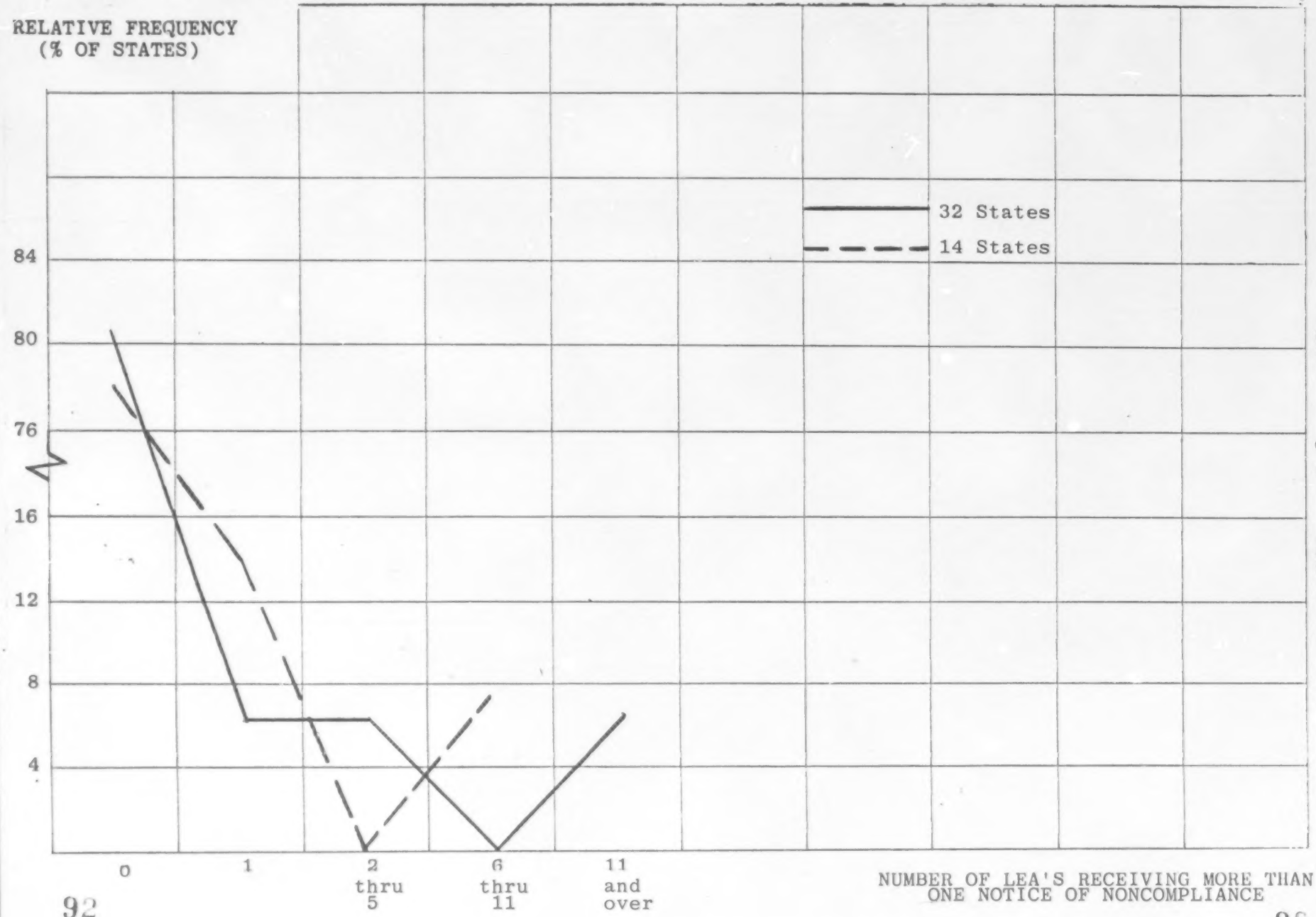


Figure 26. STATE ASSERTIVENESS SCALE - V914

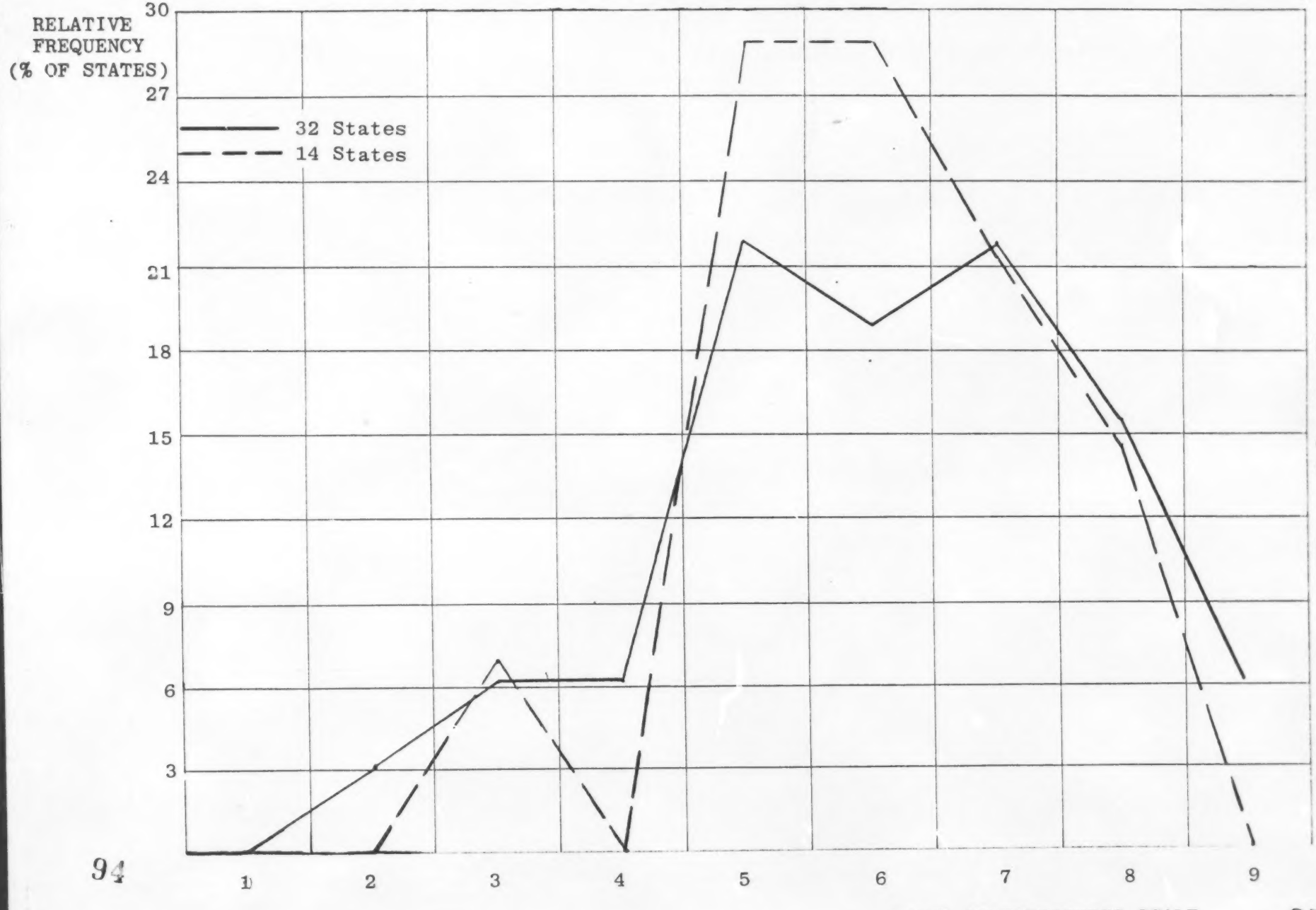


Figure 27. PROFESSIONAL FTE PER $100,000 SA BY 14 AND 34 STATES

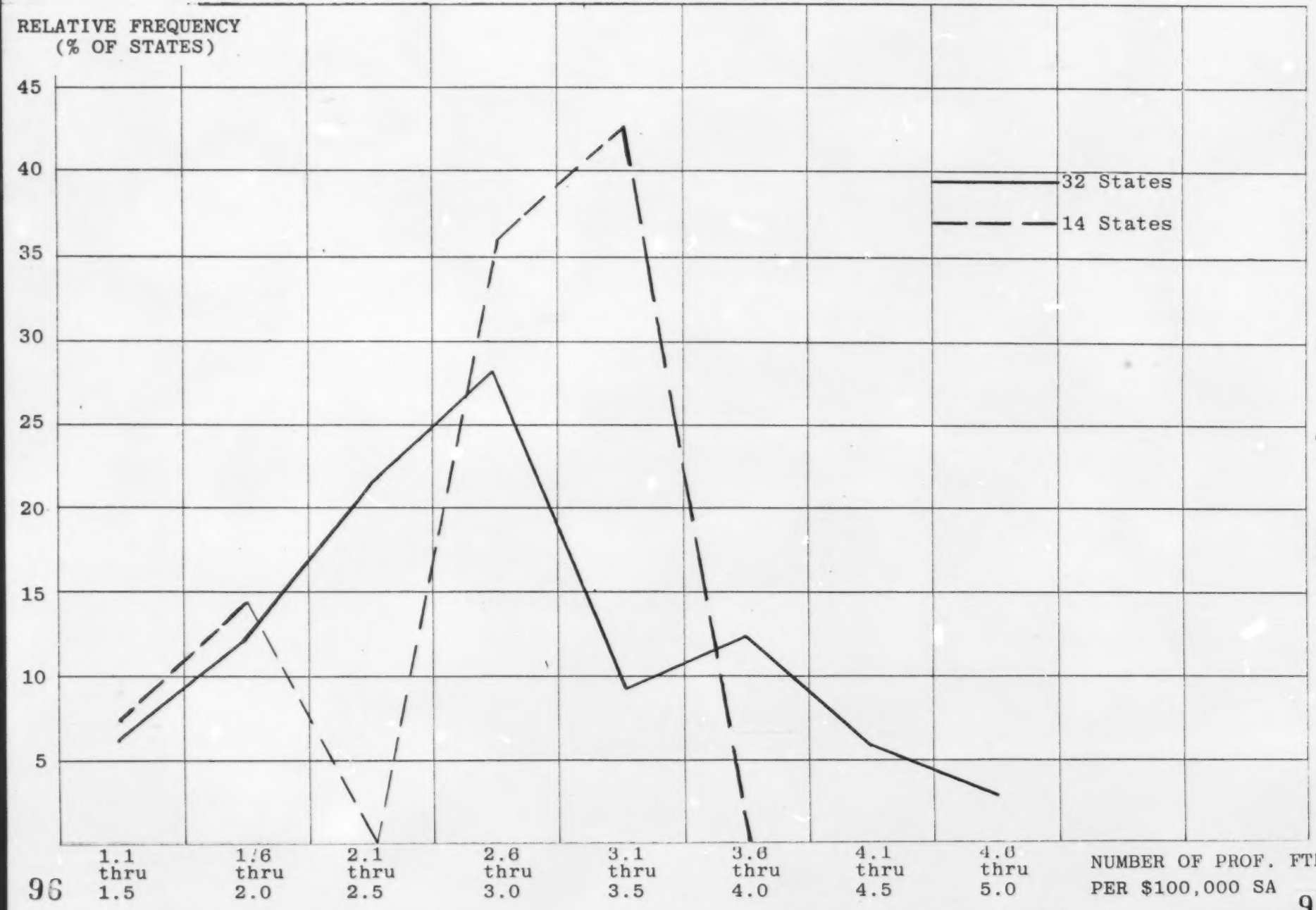


Figure 28. NUMBER OF CONFERENCES RELATED TO REGULATORY AREAS - V314

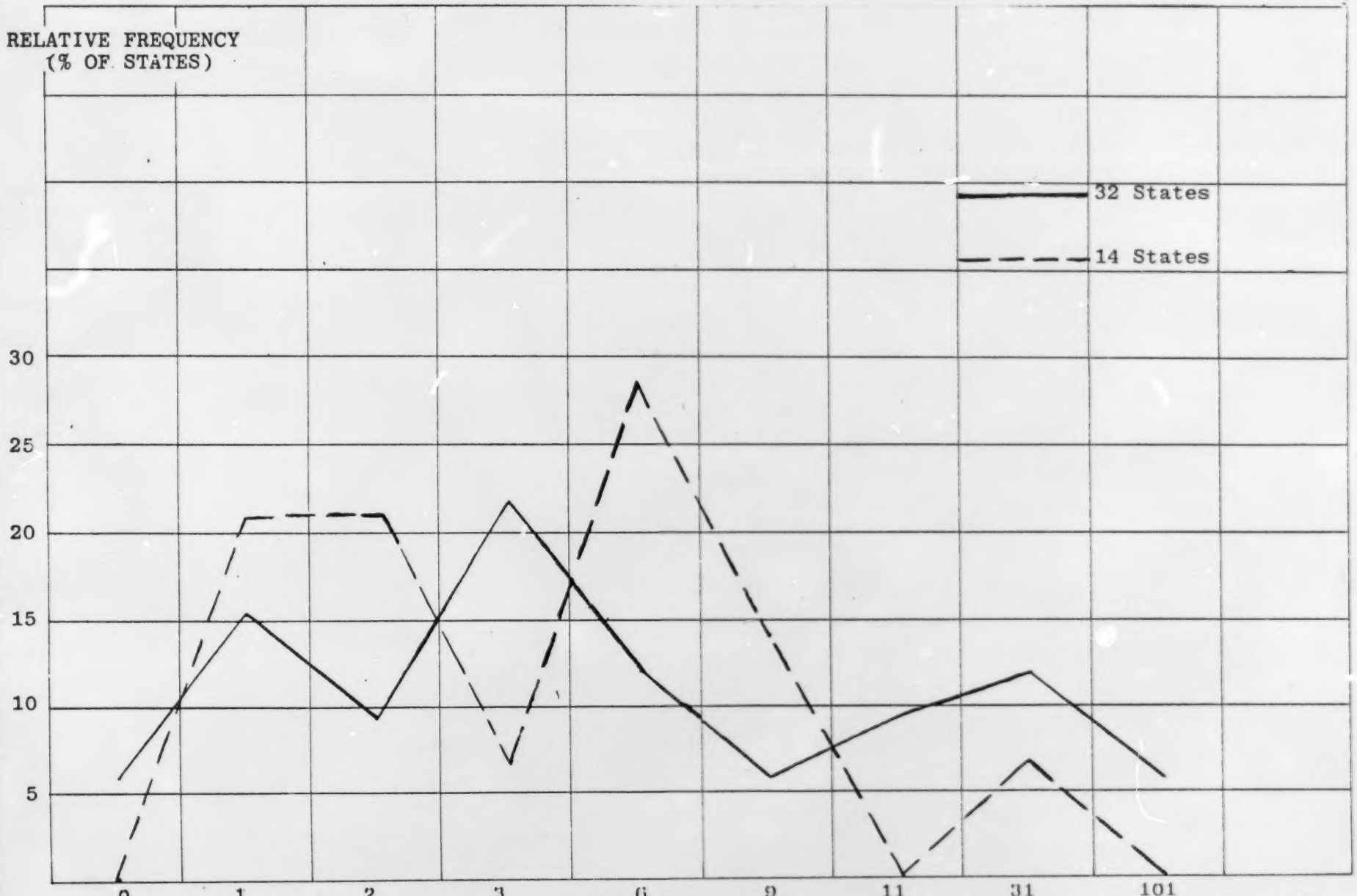


Figure 29. NUMBER OF PROFESSIONAL FTE BY CE AND NON CE STATES

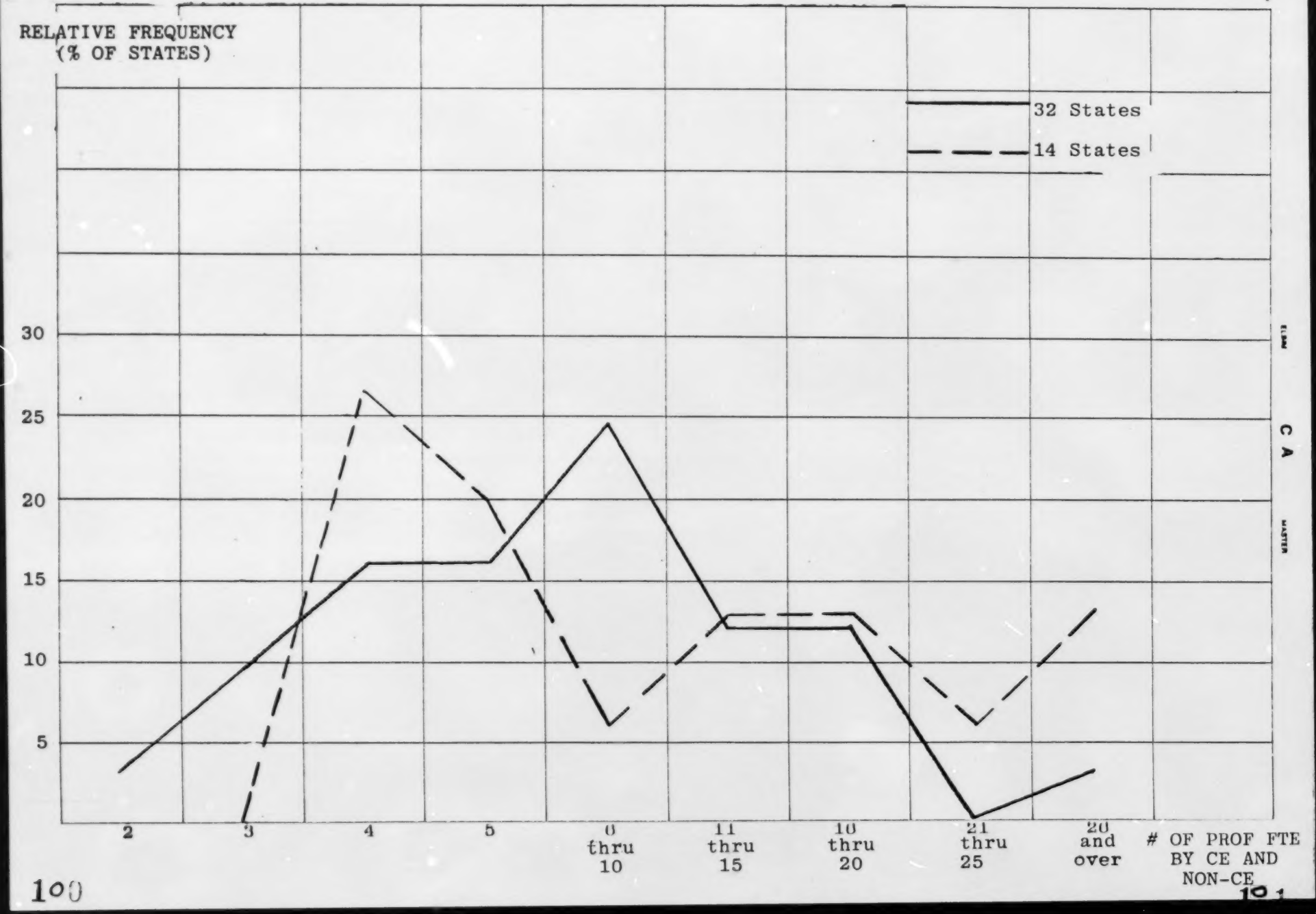


Figure 30. NUMBER OF NON-PROFESSIONAL FTE BY CE AND NON-CE STATES

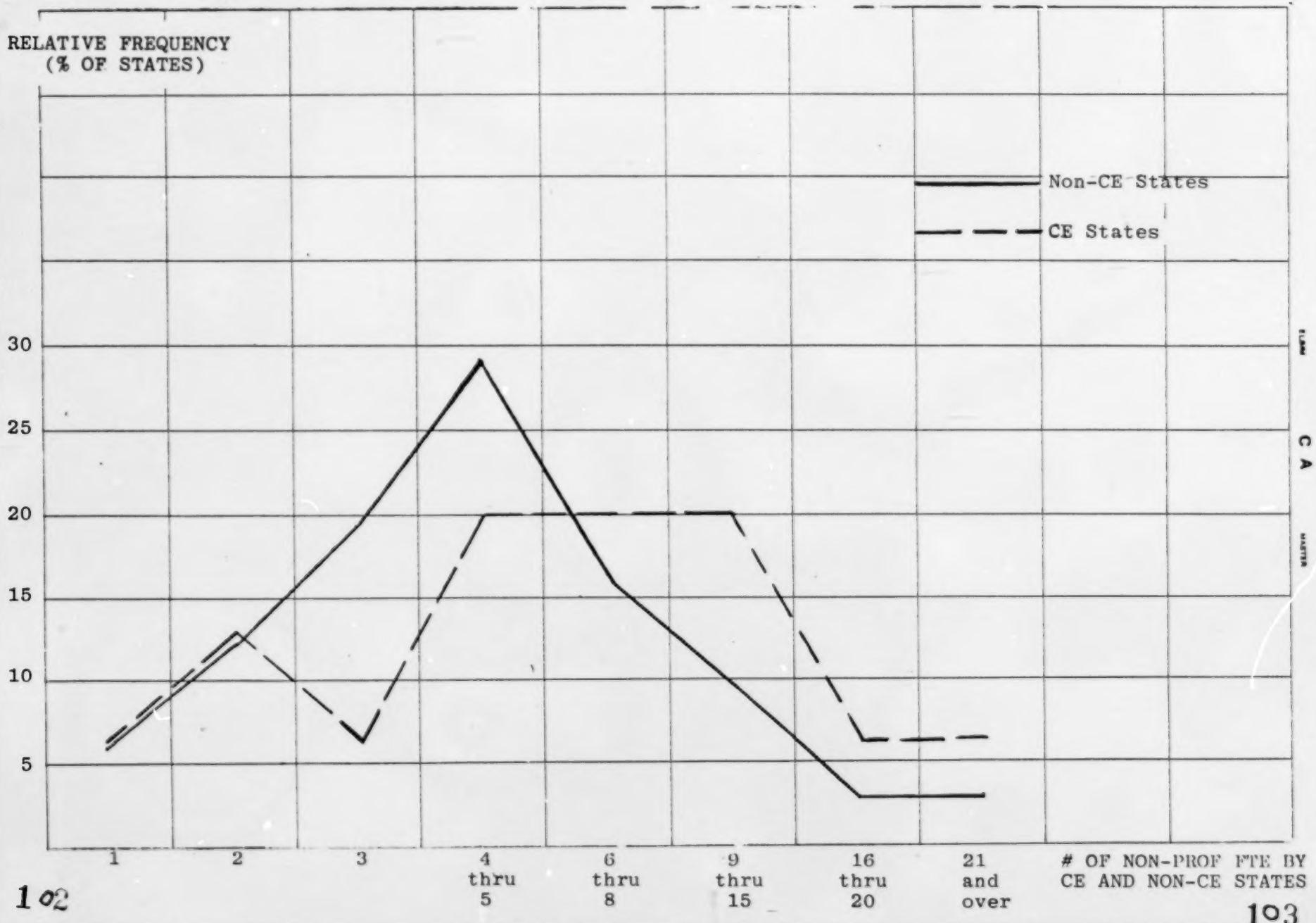


Figure 31. NUMBER OF TOTAL FTE BY CE AND NON-CE STATES

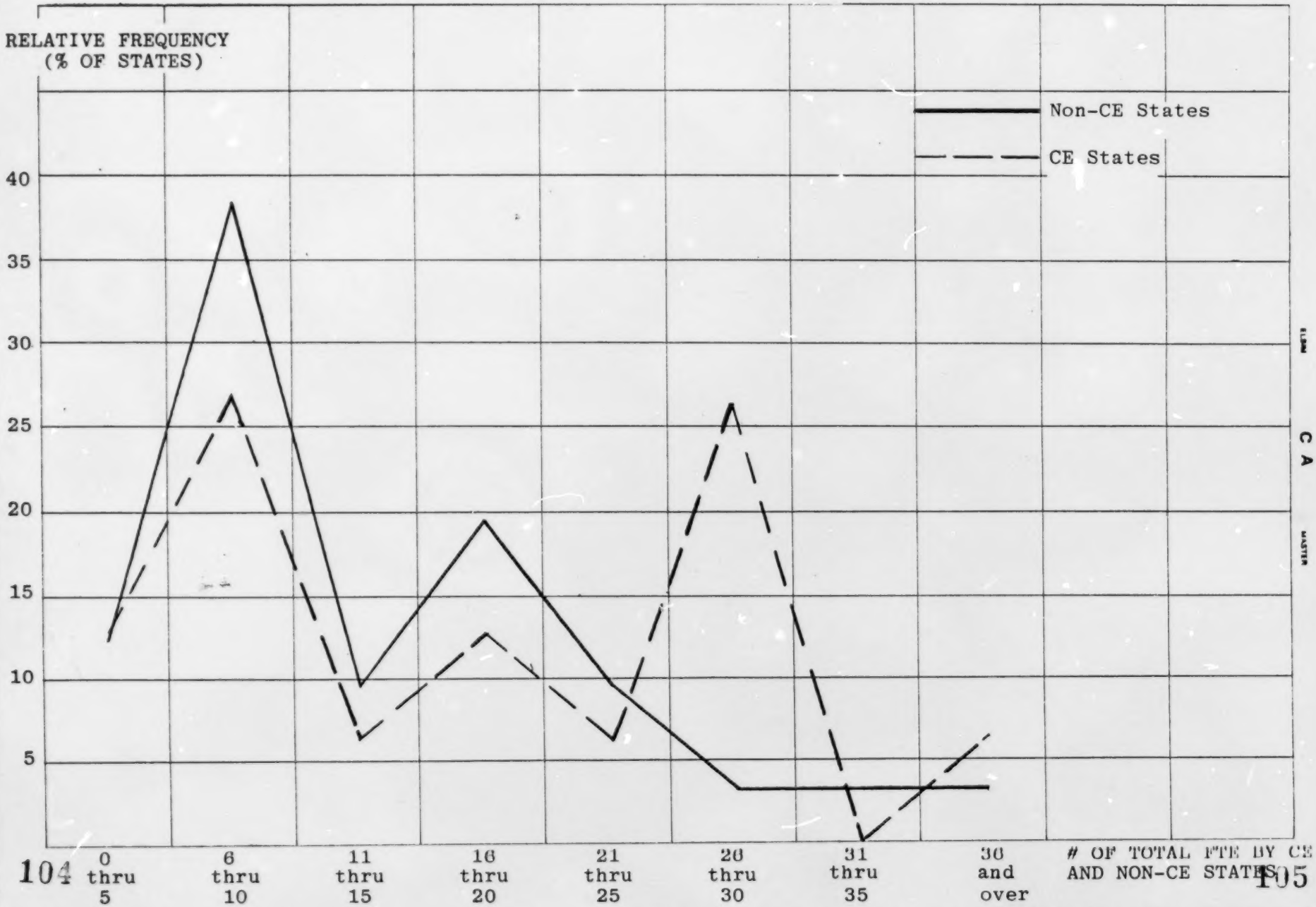


Figure 32. NUMBER OF TITLE 1 LEA'S PER PROFESSIONAL FTE BY 14 AND 32 STATES

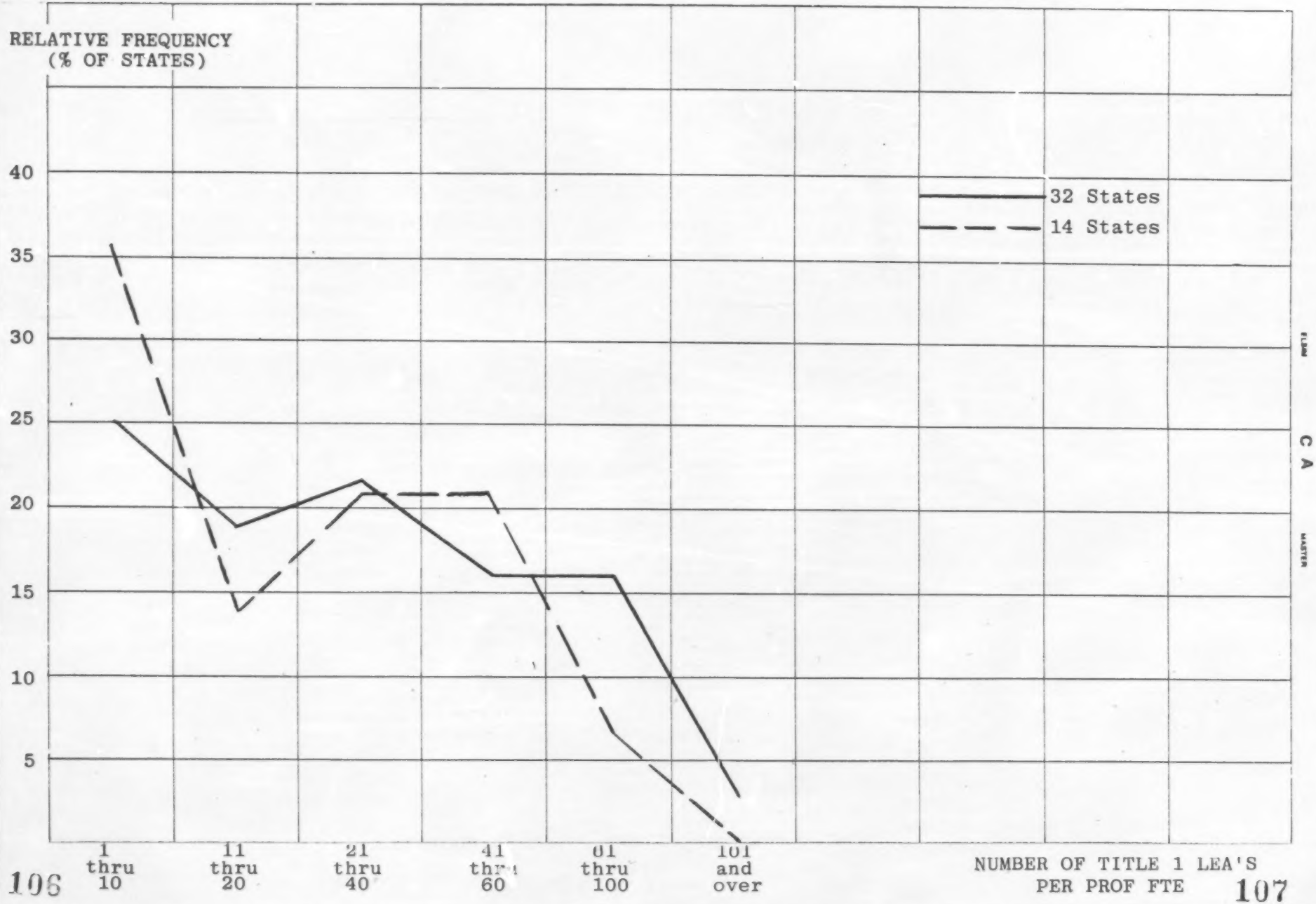


Figure 33. NUMBER OF TITLE 1 LEA'S PER TOTAL FTE BY 14 AND 32 STATES

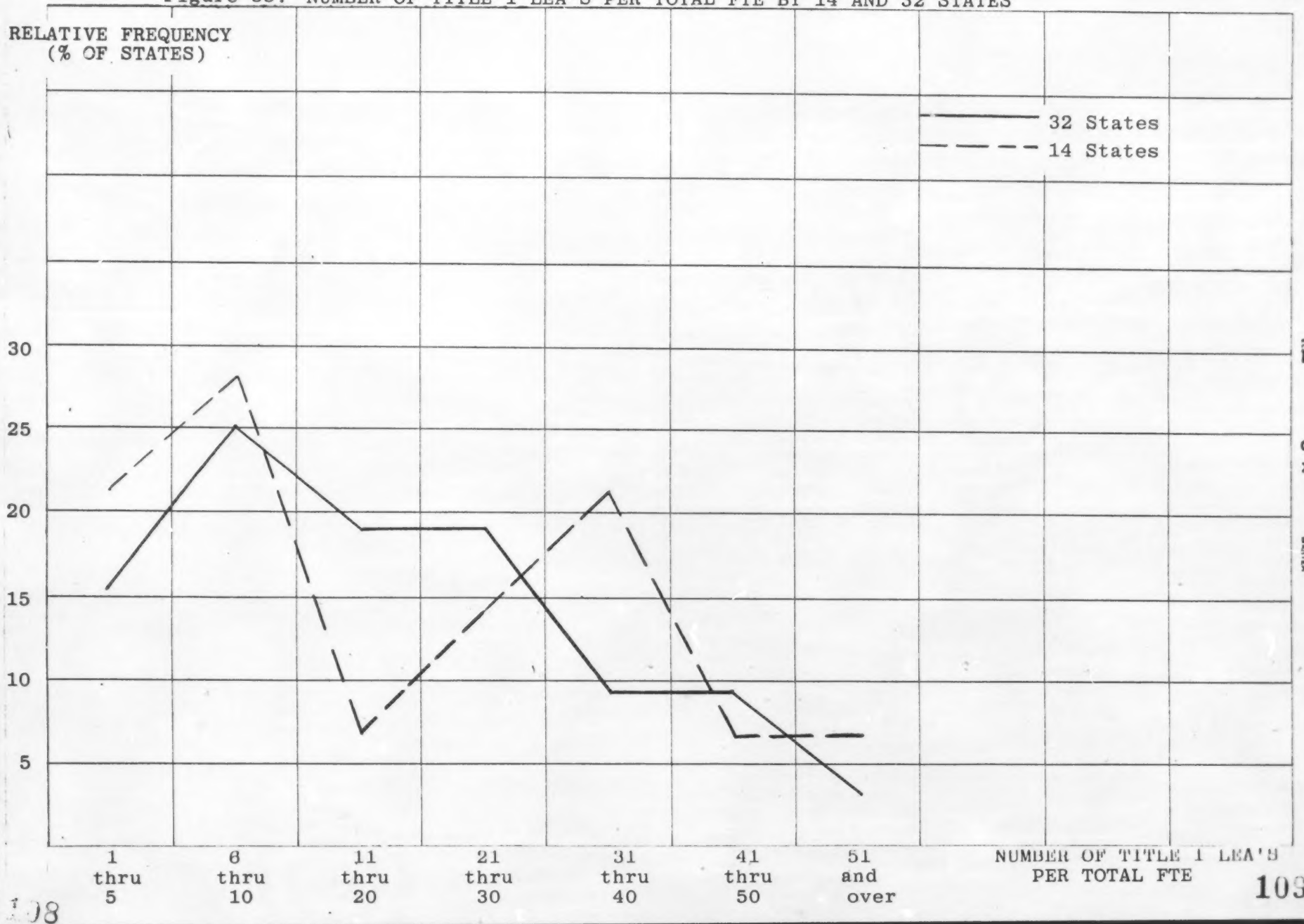


Figure 34. NUMBER OF TITLE 1 LEA'S PER NON-PROFESSIONAL FTE BY 14 AND 32 STATES

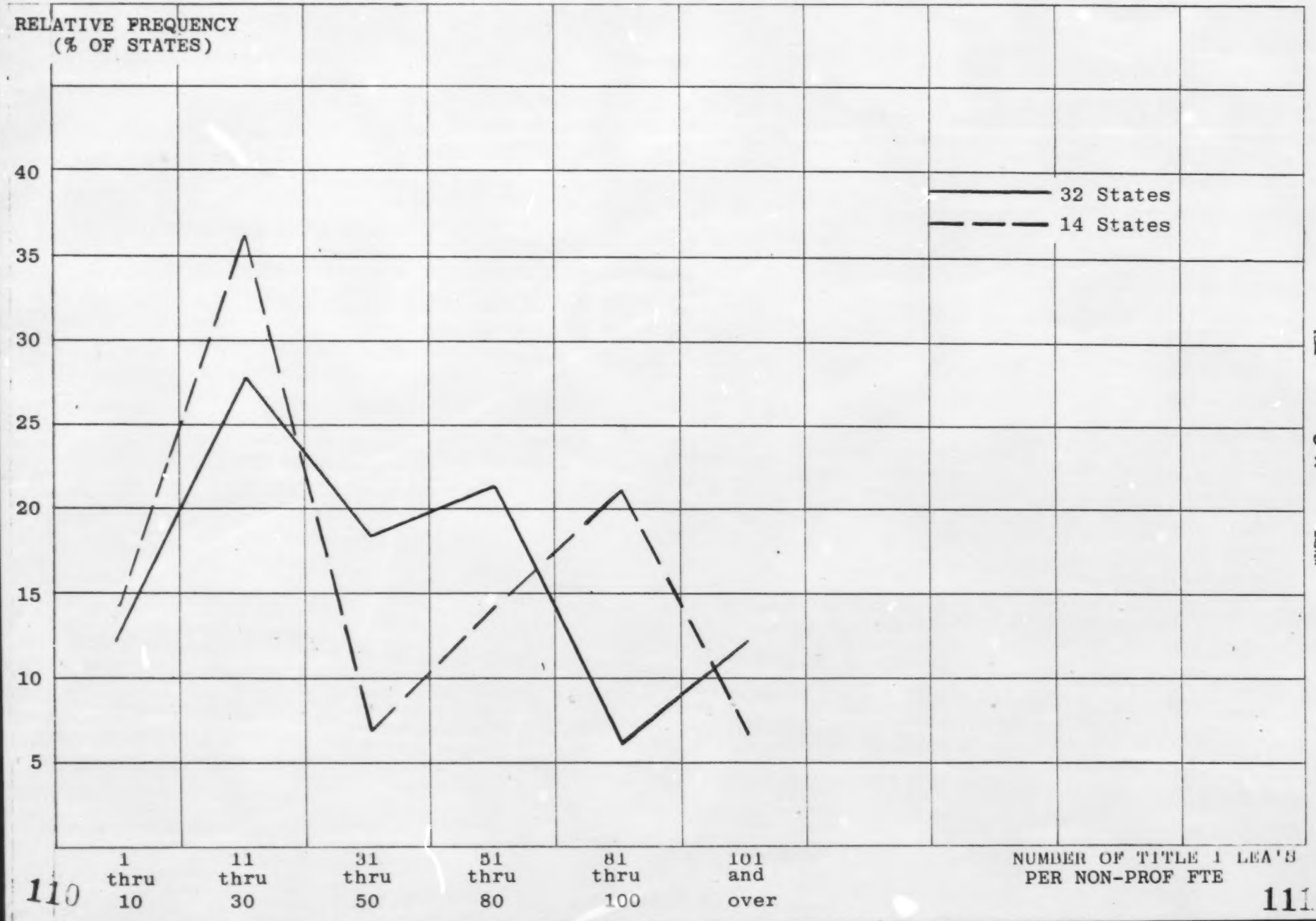


Figure 35. NUMBER OF TOTAL FTE

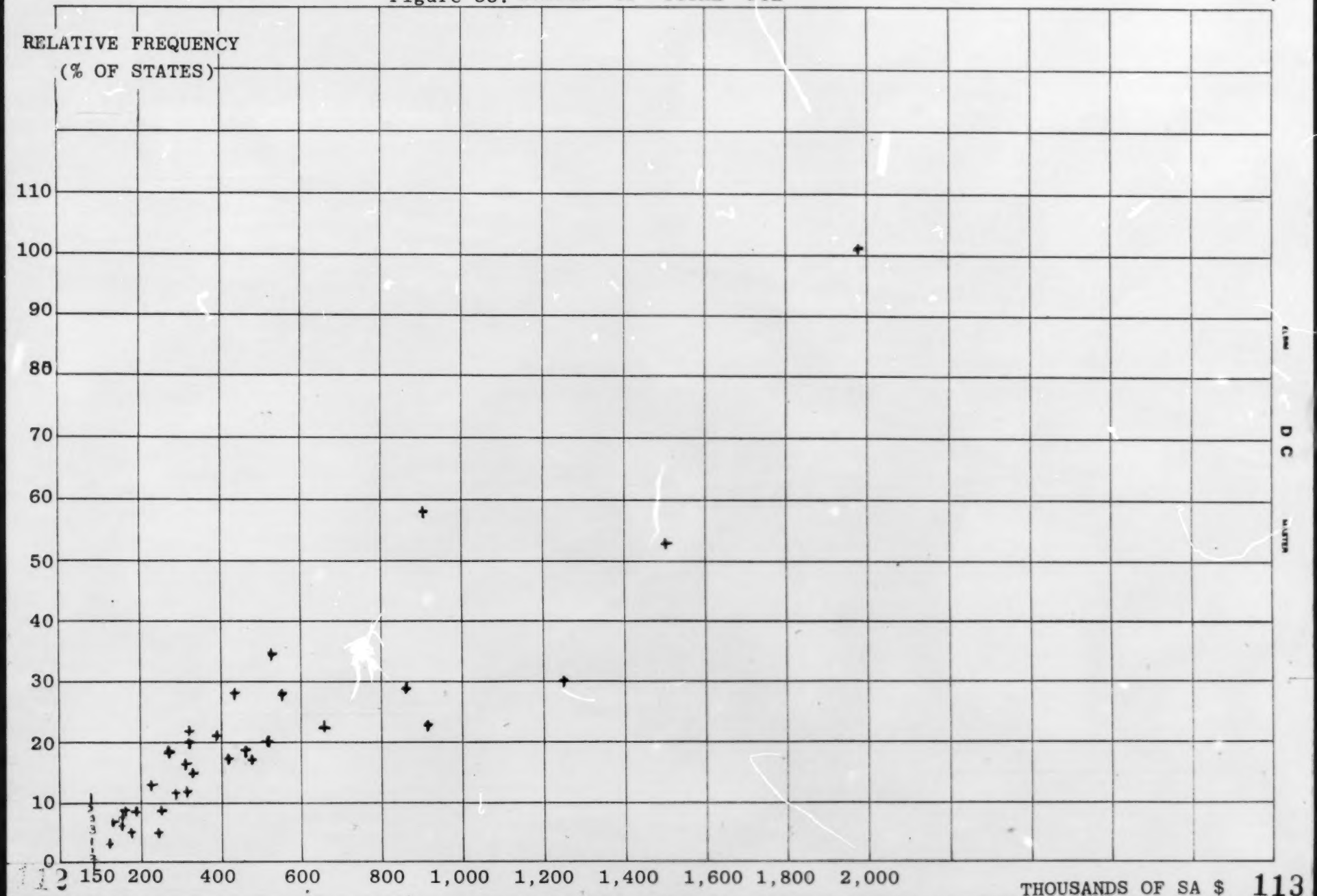


Figure 36. NUMBER OF PROFESSIONAL FTE

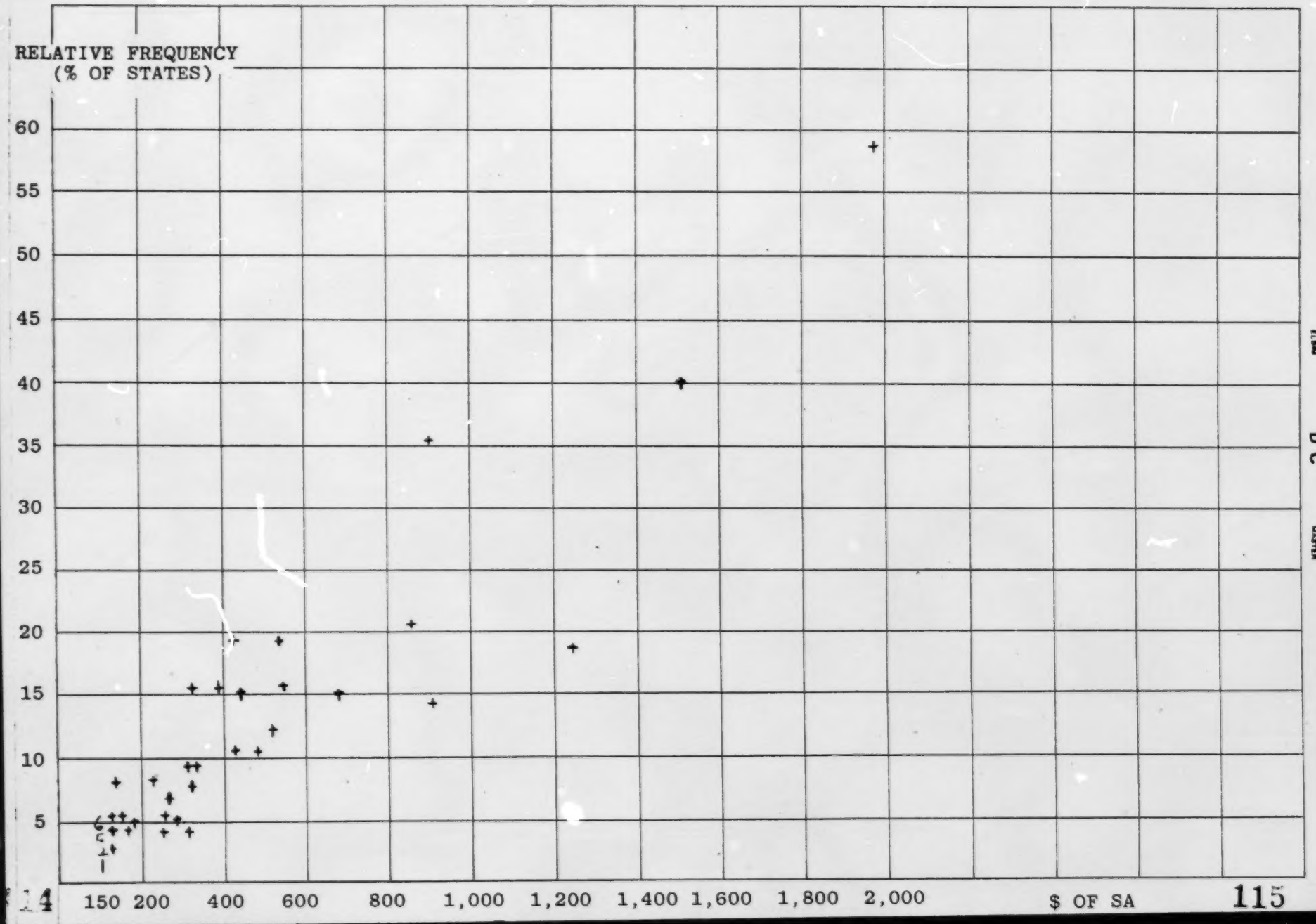
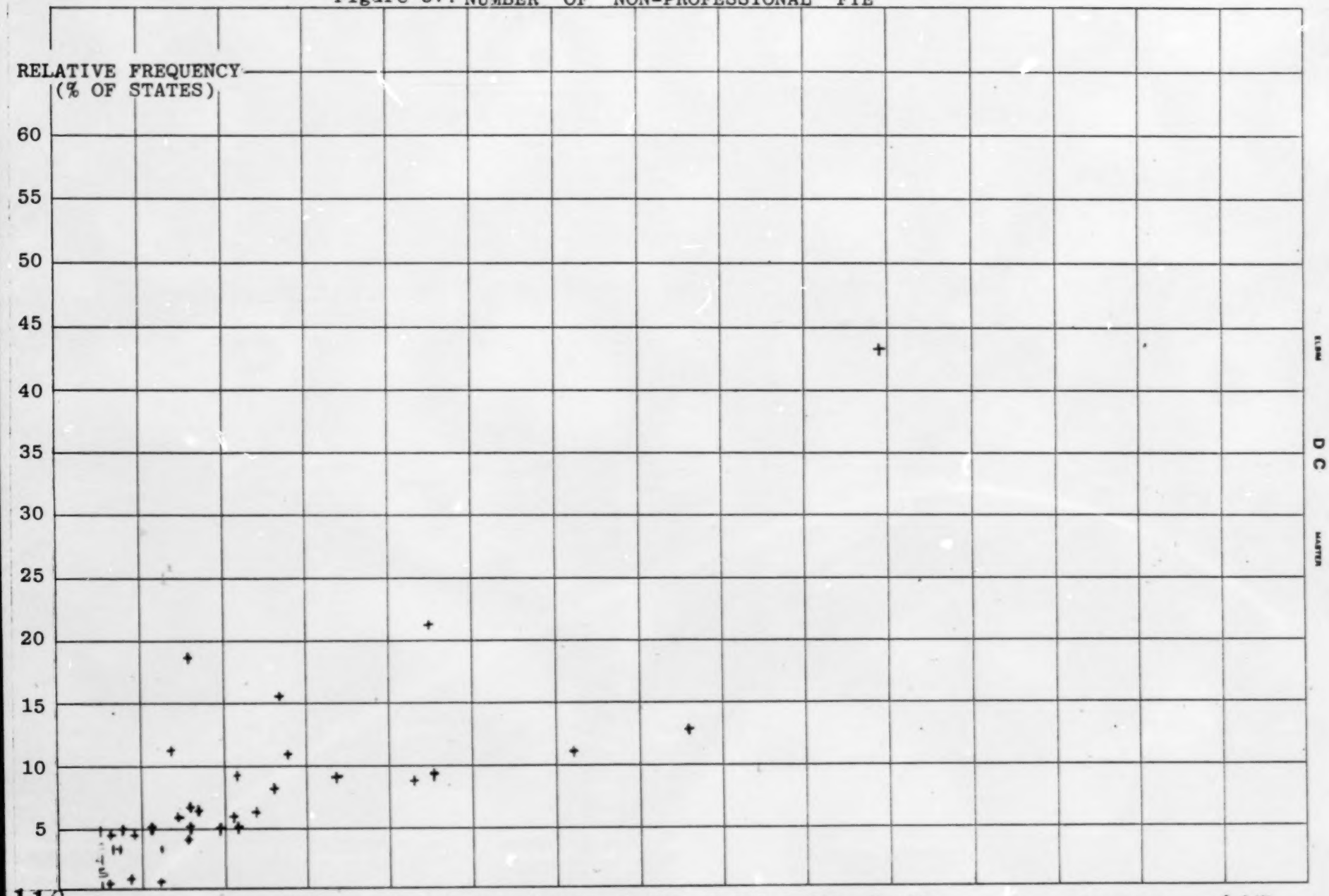


Figure 37. NUMBER OF NON-PROFESSIONAL FTE



DISTIRBUTION OF ACTIVITY VARIABLES:

POSITIVE VS. NEGATIVE GROUPS OF STATES

TABLE 13

V238 - Number of LEA's With At Least One Notification of Non-Compliance

Negative Group		Positive Group	
Value of Variable	Number of States	Value of Variable	Number of States
0	2	0	3
1	1	10	1
2	1	20	1
5	1	30	1
10	1	91	1
30	1	170	1
40	1		
50	1		
300	1		
Mean = 50.8		Mean = 40	

TABLE 14

NUMBER OF REGULATIONS (V12 - V21) ON WHICH INTERPRETATIONS WERE ISSUED BY STATE

32 States			14 States		
Number of Regulations	Number of States	Percent	Number of Regulations	Number of States	Percent
0	4	12.5	0	1	7.1
4	1	3.1	2	1	7.1
7	1	3.1	6	1	7.1
10	26	81.3	10	11	78.7

TABLE 15

RESIDUALS FROM SELECTED REGRESSION EQUATIONS BY POSITIVE AND NEGATIVE GROUPS OF STATES

Professional FTE in Interpretation

Negative Group	Positive Group
-2.661	-1.442
-1.346	-1.018
-1.344	- .989
- .825	- .598
- .682	- .435
- .472	.005
- .278	.625
.003	.707
.806	
.827	

Professional FTE in Monitoring

Negative Group	Positive Group
-6.133	-2.838
-5.611	-1.565
-1.695	-1.443
-1.228	.018
- .339	.640
.831	1.240
1.558	3.462
1.662	5.138
5.967	
7.859	

TABLE 16

RESIDUALS FROM SELECTED REGRESSION EQUATIONS BY POSITIVE AND NEGATIVE GROUPS OF STATES

(Continued)

Professional FTE in Enforcement

Negative Group	Positive Group
-1.554	-2.281
-1.458	- .581
-1.366	- .578
-1.180	- .438
- .804	- .370
- .440	.267
- .148	.616
- .111	.896
.490	
3.248	

Professional FTE in Technical Assistance

Negative Group	Positive Group
-5.788	-3.822
-4.729	- .856
- .893	- .759
- .415	- .631
- .269	- .530
1.553	.354
1.776	.526
2.664	2.904
3.790	
3.958	

TABLE 17

RESIDUALS FROM SELECTED REGRESSION EQUATIONS BY POSITIVE AND NEGATIVE GROUPS OF STATES

(Continued)

Administrative Staff - Head Count

Negative Group	Positive Group
-13.549	-5.806
- 7.460	-4.480
- 4.284	-2.975
- 4.097	-1.384
- 2.654	- .208
- 2.642	3.040
- .167	3.764
.480	3.923
10.369	
20.401	

TABLE 18

RESIDUALS FROM SELECTED REGRESSION EQUATIONS BY POSITIVE AND NEGATIVE GROUPS OF STATES

(Continued)

Professional FTE in Dissemination

Negative Group	Positive Group
-2.267	-1.287
-1.052	-1.100
- .639	- .930
- .173	.479
- .126	.006
.003	.597
.269	.981
.494	.982
.757	
.888	

FTE Non-Professional Staff

Negative Group	Positive Group
-8.376	-4.023
-8.100	-2.618
-5.075	-2.138
-1.435	-1.899
-1.410	1.510
-1.298	1.674
1.161	2.598
3.777	5.050
11.333	
12.448	

TABLE 19

FTE PER $100,000 SA BY POSITIVE AND NEGATIVE GROUPS OF STATES

Total FTE per $100,000 SA

Negative Groups	Positive Group
2.41	1.94
2.55	3.31
3.47	3.83
3.58	4.38
3.90	4.62
5.10	4.92
6.16	4.96
6.44	7.37
6.65	
6.95	
Mean = 4.72	Mean = 4.41

Professional FTE per $100,000 SA

Negative Group	Positive Group
1.26	1.56
1.45	2.21
1.55	2.55
2.39	2.57
2.54	2.79
2.62	2.81
2.93	3.46
3.49	4.54
3.79	
4.51	
Mean = 2.65	Mean = 2.80

TABLE 20

TITLE I LEA'S PER FTE BY

COMPENSATORY EDUCATION (CE)

AND NON-CE STATES

Title I LEA'S Per Total FTE

Negative Group	Positive Group
3.30	2.00
4.34	4.23
5.36	6.58
7.25	18.35
9.30	21.88
19.05	23.92
21.93	43.86
27.86	54.95
33.11	
47.39	
Mean = 17.89	Mean = 21.97

Title I LEA's Per Professional FTE

Negative Group	Positive Group
5.08	3.00
7.89	6.87
7.95	8.33
12.33	33.00
12.63	37.45
35.97	42.55
46.51	54.64
49.75	82.64
76.92	
105.26	
Adjusted Mean* = 31.24	Adjusted Mean = 30.47

*Highest and lowest values omitted